



UNITED NATIONS DEVELOPMENT PROGRAMME

Community-Based Resilience-Building: A UNDP Guidance Note



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Editing: Kieran Jones

Design and Layout: Anica Hossain

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ABBREVIATIONS

ADPC	Asian Disaster Preparedness Center
AIDS	Acquired immunodeficiency syndrome
CBA	Community-based adaptation
CBO	Community-based organization
CBDRM	Community-based disaster risk management
CBDRR	Community-based disaster risk reduction
CBRB	Community-based resilience-building
CBRM	Community-based risk management
CCA	Climate change adaptation
CEB	Chief Executives Board for Coordination
CoBRA	Community-Based Resilience Analysis
CPD	Country Programme Document
CSO	Civil Society Organization
DAC	Development Assistance Committee
DRR	Disaster risk reduction
DRT/CB	Disaster Risk Reduction and Recovery for Building Resilience Team, Crisis Bureau
EU	European Union
GCF	Green Climate Fund
GEF	Global Environment Facility
GFDRR	Global Facility for Disaster Reduction and Recovery
GNDR	Global Network of Civil Society Organisations for Disaster Reduction
Gov4Res	Governance for Resilient Development in the Pacific
HDP	Humanitarian-Development-Peace
HIV	Human Immunodeficiency Virus
ICPAC	Climate Prediction and Applications Centre, IGAD
IFRC	International Federation of Red Cross and Red Crescent Societies
IGAD	Intergovernmental Authority on Development
LGBTIQ+	Lesbian, Gay, Bisexual, Transgender, Intersex, and Queer
MEL	Monitoring, evaluation and learning
MSMEs	Micro, small and medium enterprises
NGO	Non-Governmental Organization
OECD	Organisation for Economic Co-operation and Development
SDG	Sustainable Development Goal
SeeD	Centre for Sustainable Peace and Democratic Development
SIPs	Social Innovation Platforms
UN	United Nations
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
UNDP	United Nations Development Programme
UNDPHA	United Nations Department of Political and Peacebuilding Affairs
UNDRR	United Nations Office for Disaster Risk Reduction

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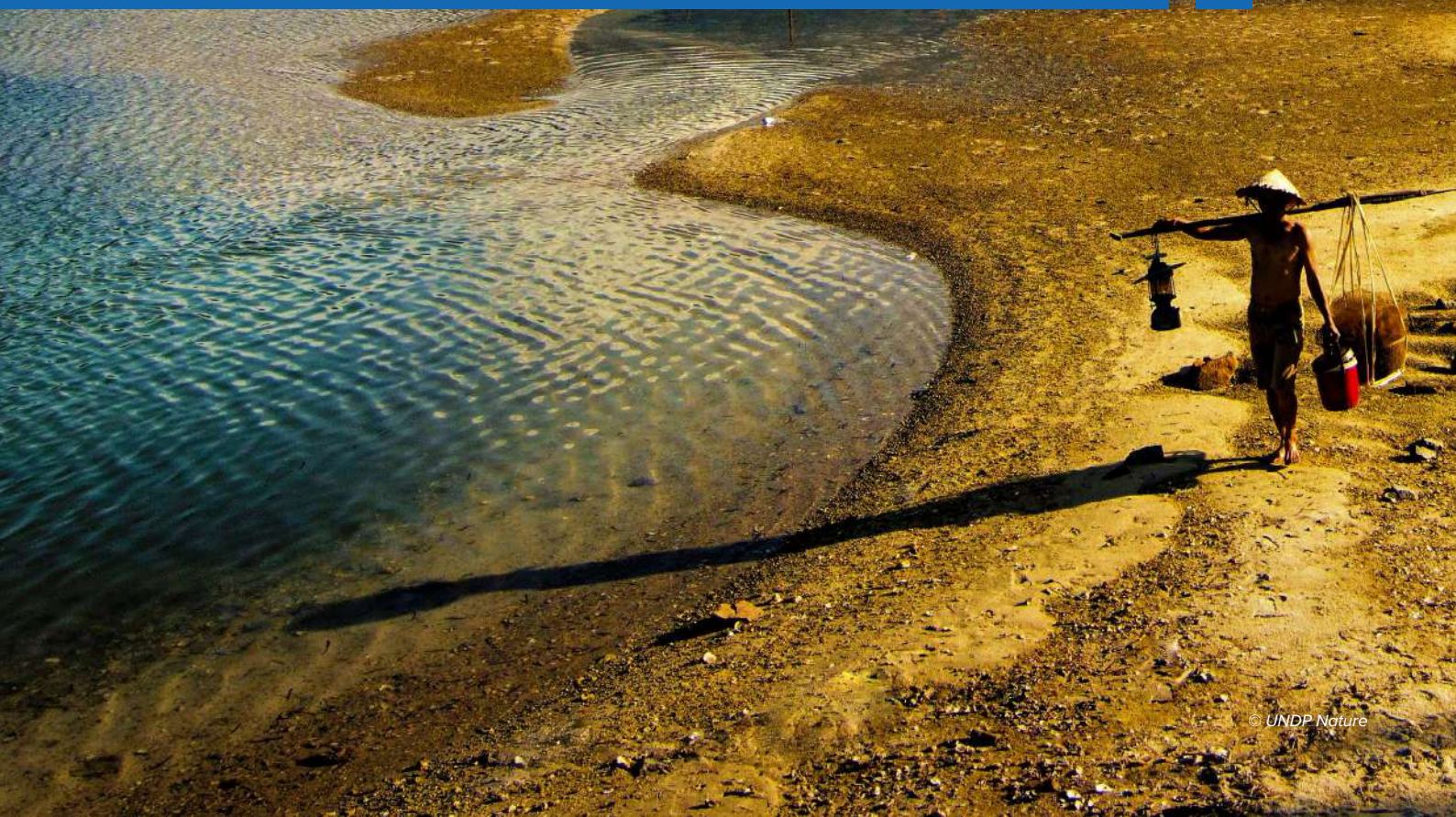
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1.

INTRODUCTION



1.1 Background

The world is facing an unprecedented number of crises, with ripple effects across nations and communities. One in every twenty-three people now need humanitarian assistance (UNOCHA, 2023), and overall fragility increased worldwide between 2020 and 2021 (OECD, 2022) following the highest levels of violence and armed conflict since the founding of the United Nations. Between 1970 and 2021, the total economic cost of weather, climate and water-related disasters reached US\$4.3 trillion, and over the same time period the number of such events increased fivefold to 11,778.¹ For the first time ever, the global Human Development Index value declined in consecutive years, a trend that is likely to continue due to major global disruptions, the brunt of which is felt by communities (UNDP, 2022m and 2024a). According to the World Bank, the COVID-19 pandemic pushed an additional 97 million people into poverty (Mahler et al., 2021). The vision set out in the 2030 Agenda—for people, planet, prosperity and peace—will inevitably fail if the risks related to shocks and stresses are not addressed (Bahadur et al., 2015). Tackling local and community-level risks and fostering resilience is therefore essential to achieve the objectives of the Sustainable Development Goals (SDGs), the New Urban Agenda, the New Agenda for Peace, the Paris Agreement, as well as the Sendai Framework for Disaster Risk Reduction (Sendai Framework).

The increasing complexity, interaction and interdependence of human, economic and political systems in our globalized world² have led to unprecedented levels of uncertainty. At the local and community levels, there is an accumulation of overlapping risks related to poverty, food shortages, energy shocks, debt crises, climate change, inflation, violence, conflict and war. Along with growing local development needs, weak governance capacities and socio-economic vulnerabilities, these challenges underscore the need to scale up investments and build community resilience. Since risk does not always adhere to political or geographic boundaries, community-based resilience-building solutions often require cross-border, multi-country or regional approaches.³

Community-based approaches to resilience-building (CBRB) have a long history. They have been applied in a range of contexts and sectors including disaster risk management, climate change adaptation, health risk management, conflict prevention, peacebuilding, sustainable livelihoods and ecosystem management. A closer look at their respective definitions reveals that they all focus on similar notions of empowerment, participation, inclusiveness, ownership and decision-making over resources (see Box 1.1). This suggests considerable opportunities to integrate them into a more coherent process and strategically connect various community-based practices.

¹ Atlas of Mortality and Economic Losses from Weather, Climate and Water-related Hazards (WMO, 2023).

² Economic globalization resulting in increased system interdependency, complexity and uncertainty has been recognized as a driver of systemic risk (UNDP, 2022h).

³ United Nations Common Guidance on Helping Build Resilient Societies (United Nations, 2020).



Box 1.1 Community-based approaches**Community-based approach to development**

An umbrella term for approaches to programming that involve communities in their identification, design, execution management and monitoring. It also refers to a set of approaches applied within community-level projects or as part of national programmes (Slaymaker et al., 2005). It seeks to empower local community groups and their institutions/structures by giving them direct control over and ownership of investment decisions, project planning, execution and monitoring, with an emphasis on inclusive participation and management.

Community-based adaptation to climate change (CBA)⁴

An approach that aims to include vulnerable people in the design and implementation of climate change adaptation measures. It empowers communities to prepare for and respond to climatic stress by facilitating adaptation that is inclusive, community-driven and sustainable (Kirkby et al., 2015).

Community-based disaster risk reduction/management (CBDRR/CBDRM)

A process in which at-risk communities actively engage in the assessment, implementation and monitoring and evaluation of risk reduction measures to reduce their vulnerabilities and enhance their capacities. This puts people, especially the most vulnerable, at the heart of decision-making. It is often referred to as a ‘participatory and bottom-up’ process that is initiated, led and/or managed by the community, often with external assistance, for example, from non-governmental organizations (NGOs), and is not a request/order from higher authorities (DasGupta and Shaw, 2017).

Community-based approaches to security, conflict prevention and peacebuilding

An approach that aims to improve community members’ lives by preventing conflict, reducing violence and helping sustain peace through transformational change. [Community security](#) seeks to operationalize human security and development and state-building paradigms at the local level. Community-based approaches to peacebuilding aim to prevent conflicts while transforming conflict systems and relationships by linking local efforts to broader peace strategies, including at the sub-national, national and sub-regional levels. It is a constructive tool that complements the efforts of public institutions, local governments and civic actors, whose efforts and resources may be limited. It can connect social capital in divided societies and foster a safe space for interactions between different groups. It can be applied in different contexts and circumstances from pre- to post-crisis (Risalat n.d.; Haider, 2009; UNDP, 2020b).

Community-based approach to resilience-building (CBRB)

While conventional community-based approaches compartmentalize risk analysis and governance (Sillmann et al., 2022), CBRB considers a much broader range of interconnected risk. It recognizes that communities can be at risk of a multitude of hazards and shocks, including extreme weather events, geological hazards, forced displacement, non-diversified livelihoods, conflict and environmental degradation, as well as their overlaps. CBRB therefore provides an actionable entry point to address systemic risk at community/local level while also having profound global impact (Maskrey et al., 2021).

⁴ Community-based adaptation (CBA), community-based disaster risk reduction/management (CBDRR/CBDRM), or community-based approaches to security, conflict prevention, and peacebuilding shall be referred to as conventional community-based risk management approaches for the purpose of this Guidance Note.

It is noteworthy that community-based approaches existed long before the existence of the state and its formal governance structures; people and communities have always helped and taken care of each other. Good examples of this are the well-documented indigenous knowledge and practices used by communities to predict and manage floods and droughts in different parts of the world. For example, the people of Tsholotsho in Zimbabwe were aware of their vulnerability to flooding, and this helped them to decide what action to take before, during and after a disaster (Dube and Munsaka, 2018). Similarly, in Mizoram, India, communities were able to predict approaching rain based on the texture and colour of clouds as well as their orientation to the orbit of the sun (Chinlambianga, 2011). With the evolution of state governance, the term community-based was coined with the intent to support communities in a more organized and structured manner (Shaw, 2016).

Discussing community-based approaches to resilience-building merits a closer look at the overarching goal or intended result to be achieved. While UNDP has embraced the UN System Chief Executives Board's definition of resilience-building,⁵ the starting point for determining what constitutes a resilient community should come from the members of a community and what they perceive as the most important characteristics to be safe and resilient. A participatory research project of the International Federation of Red Cross and Red Crescent Societies (IFRC) identified over 3,000 factors that communities felt contributed to their safety and resilience. In the face of constant change, these qualities clearly reflect and combine the notions of a systems approach, which stand at the heart of resilience and sustainability. These were subsequently distilled into the six characteristics of a safe and resilient community (see below; IFRC, 2012):



A safe and resilient community...

- is knowledgeable and healthy. It can assess, manage and monitor its risks, learn new skills and build on past experiences.
- is organized. It has the capacity to identify problems, establish priorities and act.
- is connected. It has relationships with external actors who provide a wider supportive environment and supply goods and services when needed.
- has infrastructure and services. It has strong housing, transport, power, water and sanitation systems, and the ability to maintain, repair and renovate them.
- has economic opportunities. It has a diverse range of employment opportunities, income and financial services, is flexible and resourceful, and has the capacity to accept uncertainty and respond (proactively) to change.
- can manage its natural assets, recognizes their value and is able to protect, enhance and maintain them.

⁵ The ability of individuals, households, communities, cities, institutions, systems and societies to prevent, resist, absorb, adapt, respond and recover positively, efficiently and effectively when faced with a wide range of risks, while maintaining an acceptable level of functioning and without compromising long-term prospects for sustainable development, peace and security, human rights and well-being for all (United Nations CEB, 2017).



1.2 Rationale for this Guidance Note

Over the past several decades, UNDP and many other organizations have implemented many community-based initiatives to reduce people's vulnerability to a range of shocks and hazards. Experiences and reviews of lessons learned, however, have pointed to mixed results regarding the impact and long-term sustainability of this support. This calls for revisiting UNDP's current approaches, which are still rooted in conventional and siloed risk management practices. Coupled with the growing understanding of systemic risk, there is a need for a shift in the underlying paradigm towards comprehensive community-based resilience-building.



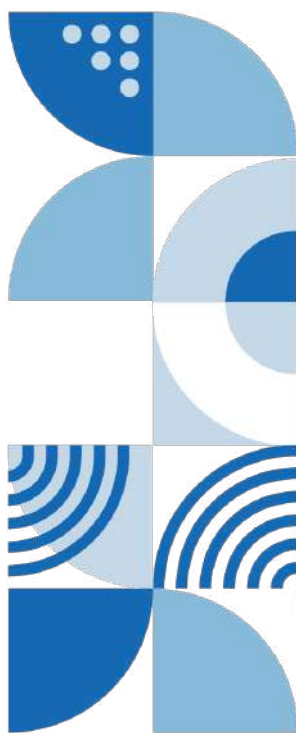
Lessons Learnt

Following a literature review and consultations with UNDP and development partners (see Annex I), several important lessons emerged regarding the design and implementation of CBRB programmes. They indicate the need to provide new organizational guidance on community-based resilience-building for UNDP. The main lessons learnt are summarized as follows:

- **Community resilience is increasingly under pressure in a context of growing risks and recurring crisis events.** The manifestation of rapidly shifting risk attributes and patterns put local communities and their livelihoods under severe stress, undermining their resilience. Not only are the frequency and magnitude of disaster and climate events on the rise, but they are also increasingly overlaid with conflicts, security issues and other risks posed by misinformation, disinformation and hate speech. This results in wide-ranging socio-economic impacts, which have cascading effects and systemic dimensions. The consequences of the COVID-19 pandemic, for example, have extended far beyond the health sector, with implications for not only discrete parts of our social and economic systems but also the functioning of entire societies (OECD, 2020). The situation highlights the systemic and multidimensional nature of risk.

Systemic risk does not only relate to global and transboundary risks. It also manifests at national and local levels, and its everyday impacts are often felt disproportionately by low-income and vulnerable segments of society. This can be due to exclusionary or discriminatory local governance; the failure of local infrastructure systems and services (e.g. water, sanitation, power, telecommunications etc.); the interruption of local supply chains that are dependent on road, rail or river networks; the degradation or collapse of local ecosystem services (Maskrey et al., 2021); or population displacement and other changes in the fabric of the community. In addition, the occurrence of routine or 'everyday' disasters is eroding the resilience and sustainability of people's livelihoods, community development assets and socio-economic activities. In Cambodia, for example, nearly one-fifth of the country's road network was damaged or destroyed by floods between 2000 and 2014. Of these, 89 percent were rural roads and 59 percent were roads connecting communes and/or villages, directly affecting vital local supply chains (Maskrey et al., 2021).

- **Community-based interventions with a siloed risk management focus have limited impact on addressing systemic risk.** Fragmented community-based approaches frequently fail to consider the interdependencies between individual risks and systems, thus overlooking the interconnected and multidimensional nature of today's risk landscape. Failure to capture the role of underlying drivers of systemic risk—or even intentionally ignoring them—will allow small risks to grow into major problems, increasing the costs of failed interventions and missed opportunities (UNDRR, 2019). In addition, siloed approaches are ill-suited to understand and resolve the inherent uncertainty and complexity that characterize our world. For instance, the devastating impacts of the COVID-19 pandemic have triggered an increased awareness of the need to enhance the resilience of health systems. At the same time, if health system-related resilience efforts do not consider connected systems, such as agriculture and



food production, they will deliver limited improvement to overall sustainable development. Prevailing community-based approaches, with narrow focuses on specific types and drivers of risks coupled with siloed implementation, are therefore inadequate to address systemic risks (e.g. displacement in conflict contexts without due consideration to climate change and its socio-economic implications).⁶

- Standalone and pilot community-based interventions lack institutionalization and sustainability.** Conventional community-based approaches often miss the risk mitigation potential of development initiatives that are fully institutionalized in national and local administrations, such as community livelihood, ecosystem management or infrastructure projects. It has been observed that the engagement of local government in community-based interventions is often limited, impeding institutionalization, scalability and ultimately their sustainability.⁷ This is often the case when community interventions are designed as pilot interventions outside of formal administrative and governance systems (albeit with the intent to be replicated and scaled up if successful). Often implemented through community-based organizations (CBOs) or NGOs, they do not maintain formal or well-established links to local government institutions (Izumi and Shaw, 2012). In addition, the divergent organizational cultures between government and non-government actors, their competition over scarce resources or political tensions can be hindrances.⁸ Conventional community-based approaches therefore risk having limited impact on government policy, programmes and priorities.
- Conventional⁹ community-based risk management (CBRM) interventions are often not strategic and transformational.** The first generation of CBRM interventions focused largely on strengthening preparedness and response capacities (i.e. community-based disaster preparedness); over time, the objective evolved to include risk reduction. However, few interventions were implemented with enough rigour and depth to reduce risk by addressing root causes and underlying vulnerabilities, or to interrupt the processes that led to hazard or threat exposure at community level. For instance, previous CBDRM projects undertaken by various development agencies and NGOs in Pakistan often lacked systemic assessments, detailed documentation and rigorous evaluation, and did not address different groups' vulnerabilities, the drivers of urban risk or climate change risk (UNDP, 2017c). The implementing organizations, mainly CBOs and NGOs, often suffer from a shortage of staff, skills and technical and financial resources to provide the necessary support. While conventional community-based interventions demonstrate some benefits in terms of saving lives and livelihoods, the support is by and large not as strategic or transformational as it could be.
- National resilience-building objectives are not reaching the local level.** Over the years, states have formulated their national policies, strategies and development plans guided by the aspirational framework of the 2030 Agenda for Sustainable Development, and progress has been made towards informing them with risk and resilience-building considerations. A range of tools, guidance notes and methodologies have also been developed to help meet context-specific needs and priorities. However, these national level policies and frameworks have not translated into meaningful implementation in communities and local administrations (see also the findings of the [Midterm Review of the Sendai Framework for Disaster Risk Reduction 2015–2023](#), UNDRR, 2023a). This suggests a significant disconnect between national resilience-building objectives and their effective application at the local and community level. This may be linked to resource and capacity constraints, as well as the prevailing political economy.
- UNDPs approaches are effective, but they need to adapt to a changing risk landscape.** Many UNDP community-based programmes are still rooted in conventional and siloed risk management practices, such as CBDRM, CBA or community-based approaches to peacebuilding which are not commensurate with the multidimensional challenges of today. Yet, reviews of lessons learnt and experiences indicate several positive results from UNDPs interventions. For example, it was noted that UNDPs CBDRM programmes had generated new discursive

⁶ Peters, K., et al., Climate Change, Conflict and Displacement: Implications for Protection Agencies – ODI Advisory Report (ODI, 2021).

⁷ The Report of the Mid-term Review of the Implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 (UNDRR, 2023a).

⁸ Noting that some CBOs have been set up specifically to counter local government if it does not align with the aspirations of the community.

⁹ The term 'conventional CBRM' refers to siloed or single-risk management approaches at the community level.

space, in which diverse local risk perceptions, a reinforced sense of community, the recognition of relationships among different themes and practices, and new government-community partnerships in disaster risk reduction were formed (UNDP, 2017c). There are recent examples of UNDP enabling communities in seven Pacific Island countries to work together with local governments on risk-informed development to fund projects on resilient agriculture, water management, public health, energy and infrastructure.

Over the last decade alone, UNDP has been on the ground improving the lives of communities through risk-based approaches in over 70 countries. This included, for example, mobilizing investments of approximately \$11 million for community-based climate change adaptation with support from the Small Grants Programme (UNDP, 2021g) for 41 countries between 2009 and 2020, as well as around 70 CBDRR projects benefiting 58 countries between 2008 and 2022.¹⁰

At the same time, UNDP has been confronted with challenges during its CBRM operations. For instance, the independent mid-term evaluation of the Disaster Risk Management and Livelihood Recovery Programme of UNDP Ethiopia (2010-2016) highlighted the mixed results related to its strategic impact and sustainability. Planning at the *kebele* (local) level omitted links to broader community development planning processes at the *woreda* (district) level, and many of the interventions were disconnected and had a too short time span (UNDP, 2015). Another UNDP CBDRR project in Pakistan found that the scope of collective learning was limited, and related initiatives “had not triggered broader ideational and behaviour change in other crucial aspects of their life at risk” apart from the installation of flood protection walls (UNDP, 2017c).

¹⁰ Figures on the UNDP portfolio on disaster risk reduction project are based on data from UNDPs Portfolio Analytics Report Application (accessed in October 2023).

¹¹ Adapted from Maskrey, A., et al., UNDP Global Policy Network Brief: Towards and Actionable Framework for Governing Systemic Risk (UNDP, 2022h).

Shift to comprehensive community-based resilience-building

Conventional community risk management efforts have largely been pursued as pilots and standalone project interventions, with limited impact and institutionalization. To remedy their mixed results, UNDP is committed to implementing more integrated, scaled-up and strategic resilience-building measures that can lead to transformative and sustainable changes. A comprehensive resilience-building effort at community level will complement national and local risk management and sustainable development investments with a bottom-up process, especially in contexts characterized by growing risks and recurring crisis events (see Figure 1.1).

Figure 1.1 Transition to community-based resilience-building¹¹



There are **multiple dividends to be gained from comprehensive resilience-building at the community level** (United Nations, 2020), notably:

- Investing in resilience helps **prevent and curtail economic, environmental and human losses** in the event of a crisis, reducing human suffering and protecting development gains. Investing in well-targeted activities to prevent and mitigate the full spectrum of risks is usually more cost-effective than response measures alone.
- Building resilience can **stimulate risk-sensitive economic activity** by creating a conducive environment for public and private sector investments as well as entrepreneurship and livelihood diversification by businesses and households. Increased resilience frees up resources for sustainable development and enables long-term planning and investments.
- Investments in resilience are **beneficial even in the absence of a crisis and can bring co-benefits** across many of the SDGs. For example, inclusive CBDRM can support gender equality by increasing women's involvement in community-level activities.

Pursuing a comprehensive approach to building resilience at community level will ultimately help bridge institutional barriers and address weak coordination between sectors and gaps in inter-organizational arrangements, including across humanitarian, development and peace actors. This will have a positive effect on risk governance by avoiding duplication and parallel processes, overcoming implementation challenges and optimizing the utilization of scarce human and financial resources.



1.3 Policy commitments and frameworks

Building community resilience is at the heart of various global, regional and national development commitments and frameworks, such as:

Sustainable Development Goals (SDGs): With the adoption of the [2030 Agenda](#), countries pledged to “leave no one behind” and “endeavour to reach the furthest behind first”. While resilience-building is only mentioned explicitly in four SDGs—Goal 1: Poverty; Goal 11: Cities; Goal 13: Climate Change; and Goal 14: Life Below Water—resilience is a prerequisite for sustainable development. Community resilience-building will be imperative to address the inequalities, acute deprivation and vulnerability that are driving risks.

Our Common Agenda: The UN Secretary-General has identified the need to get sustainable growth and resilience back on track in today’s challenging circumstances. He published a series of Policy Briefs that call for a comprehensive approach to manage risk, and an effort to deliver public goods and manage global shocks and crises more effectively. He has recommended the preparation of the Strategic Foresight and Global Risk Report every five years to better anticipate risk, highlighting that in addition to preparedness there is need to invest in prevention (United Nations, 2021) and resilience to multidimensional risks.

A New Agenda for Peace: Linked to Our Common Agenda, this Policy Brief outlines the UN Secretary-General’s belief that member states must do more in a world characterized by insecurity (United Nations, 2023). The Secretary-General urges member states to build national capacities to prevent violence and conflict, for example through National Action Plans that promote resilience and social cohesion and break cycles of violence, including at community level. The report also recommends accelerating the implementation of the 2030 Agenda; addressing the interlinkages between climate, peace and security; and early-stage adoption of preventive approaches to emerging conflict typologies.

Sendai Framework for Disaster Risk Reduction: The objective of the global disaster risk reduction framework for 2015-2030 is “the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries”. Building resilience at community level is central to the framework. Empowerment of local authorities and communities through resources, incentives and decision-making responsibilities is one of the guiding principles of the Sendai Framework.

Paris Agreement on Climate Change: The goal of this international agreement is to limit global warming to well below 2°C (preferably to 1.5°C) compared to pre-industrial levels. The agreement has identified “resilience of communities, livelihoods and eco-systems” as areas of cooperation and facilitation to enhance understanding, action and support. It acknowledges that strengthening resilience and reducing vulnerability will contribute to sustainable development.

The New Urban Agenda: Adopted in 2016, the agenda aims to leverage the key role of cities and human settlements as drivers of sustainable development in an increasingly urbanized world. Community resilience is a major focus, so households, communities, institutions and services can prepare for, respond to, adapt to and rapidly recover from the effects of hazards, including shocks or latent stresses.



OECD Development Assistance Committee (DAC) Recommendation on the Humanitarian Development Peace Nexus: The DAC Recommendation, adopted in 2019, recognizes that significant capacity and sources of resilience lie within communities. Among others, it recommends ‘risk-focused’, flexible and context-adaptable and joined-up development and peace and humanitarian programming by supporting community resilience-building activities.

Community resilience in regional frameworks: Several regional frameworks emphasize building community resilience:



- [Association of Southeast Asian Nations Agreement on Disaster Management and Emergency Response \(2005\)](#)
- [South Asian Association for Regional Cooperation Comprehensive Framework on Disaster Management \(2007\)](#)
- [Framework for Resilient Development in the Pacific \(2017–2030\)](#)
- [Africa Regional Strategy for Disaster Risk Reduction \(2004\)](#)
- [COMESA Regional Resilience Framework](#)
- [Caribbean Disaster Emergency Management Agency Comprehensive Disaster Management strategy \(2014–2024\)](#)
- [European Forum for Disaster Risk Reduction ROADMAP 2021-2030: For a disaster-resilient European and Central Asian region by 2030](#)
- [Intergovernmental Authority on Development \(IGAD\) Regional Strategy for Disaster Risk Management \(2019–2030\)](#)

Resilience as a strategic objective in national frameworks/strategies: Numerous countries have integrated a resilience lens into their national strategies and long-term development plans:



- [Australia](#): National Strategy for Disaster Resilience (2011)
- [Bhutan](#): National Disaster Risk Management Strategy: Safe, Resilient and Happy Bhutan (2017)
- [Canada](#): Emergency Management Strategy for Canada (2019)
- [Dominica](#): National Resilience Development Strategy 2030 of Dominica (2018)
- [Lesotho](#): Lesotho National Strategic Resilience Framework (2019–2030): Building a Resilient and Prosperous Nation
- [Malawi](#): National Resilience Strategy (2018–2030): Breaking the Cycle of Food Insecurity in Malawi
- [Myanmar](#): National Framework for Community Disaster Resilience (2016)
- [New Zealand](#): National Disaster Resilience Strategy Rautaki ā-Motu Manawaroa Aitua (2019)

While the above-mentioned policy frameworks and commitments highlight community-based approaches, they often embody a more siloed approach that acts as a barrier to integrated approaches at country and local level.



1.4 Purpose and intended audience

The purpose of this Guidance Note is to complement [UNDP's Crisis Offer](#) (UNDP, 2022a), using a comprehensive approach to community-based resilience-building that spans the full spectrum of risk management considerations. It offers generic principles and entry points for UNDP programme design and implementation, and outlines key considerations supported by case studies, tools and further reading. While the case studies feature some success stories, they often do not yet embody a comprehensive resilience-building approach. Acknowledging that community-based approaches are highly context specific, this Guidance Note does not intend to be an operational 'step-by-step' tool.

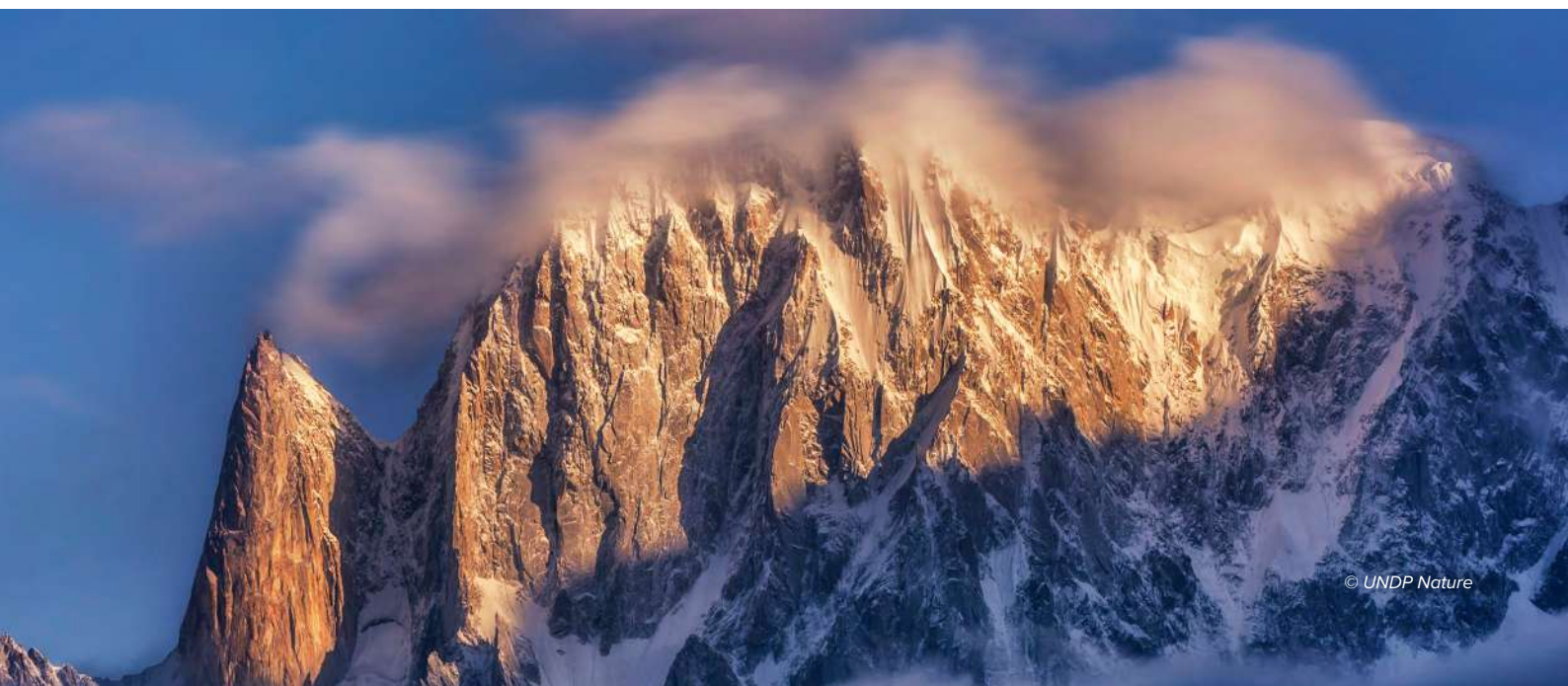
Resilience-building cuts across all sectors of development, human rights and peace and security. This Guidance Note is therefore primarily intended for UNDP practitioners engaged in programme development and implementation with a focus on climate change, disaster risk reduction, governance, conflict prevention, livelihoods, and stabilization issues. It further aims to strengthen cooperation, collaboration and complementarity across humanitarian, development and peace (HDP) actors and contribute to the sustainability of sectorial or thematic interventions.

Other audiences, such as local governments, CBOs and NGOs, may also find the Guidance Note useful for integrating resilience considerations into their community/local-level development efforts.

1.5 Methodology

The preparation of this Guidance Note benefitted from extensive consultations with UNDP staff working at global, regional and country levels (Annex I); online workshops with selected UNDP practitioners and partners to jointly review the draft Guidance Note and seek feedback; a formal peer review process; as well as interviews and focus group discussions with experts working for NGOs, CBO networks and independent subject matter experts engaged in risk management or community development.

A literature review of existing guidance notes, tools and reports and various community-based approaches to risk management provided further valuable insights.



1.6 Navigating the Guidance Note

The Guidance Note has five chapters:

Chapter One provides the introduction and presents the rationale for community-based resilience-building as well as related policy commitments and frameworks. The chapter further defines the purpose of the Guidance Note, its intended audience and presents the methodology.

Chapter Two focuses on the “how to” and outlines the community-based resilience-building approach of UNDP, including a set of guiding principles and the key elements upon which the approach is built.

Chapter Three introduces key considerations for UNDP CBRB programming design, implementation and monitoring.

Chapter Four provides a summary checklist for UNDP CBRB programming.

Chapter Five provides concluding remarks.

The Annexes provide a list of experts consulted (Annex I); a glossary of key terms (Annex II); and additional case studies besides those featured throughout the document (Annex III).





2.

HOW TO SUPPORT COMMUNITY-BASED RESILIENCE-BUILDING

2.1 The guiding principles for building community resilience

CBRB calls for a whole-of-society approach in which various stakeholders contribute to **achieving the goal of a resilient community**. UNDPs support will complement the efforts of other actors towards a more comprehensive and joined-up endeavour. The CBRB interventions of UNDP will therefore follow the same principles (see below) that are guiding the UNs resilience-building interventions as per the *UN Common Guidance on Helping Build Resilient Societies* (United Nations, 2020).¹² They cover the three pillars of the UN–development, human rights and peace and security (United Nations, 2020)—and are aligned with the HDP Nexus Principles.¹³

- **Leave no one behind and focus on the most vulnerable and at-risk populations.** Resilience-building needs to target and benefit all people and to leave no one behind by reaching out to those most in need and at risk wherever they are, in a gender-responsive manner, and in a way that targets their specific challenges and vulnerabilities.
- **Ensure equality, non-discrimination and a human rights-based approach.** Without full respect for human rights, resilience cannot be achieved. Resilience must be built on active, free and meaningful participation from all stakeholders; comply with international and legal human rights norms and standards; be transparent; and promote equality and non-discrimination.
- **Be accountable for pursuing inclusive partnerships.** No single actor can deliver comprehensive approaches to resilience-building within and across systems. It is crucial that stakeholders across the humanitarian, development and peace spectrum be engaged to discharge their individual responsibility and jointly explore and reconcile a broad range of perspectives to ensure joint action, strong collaboration, coordination and complementarity in undertaking assessments, planning and programming as well as financing strategies so that the resilience of the most vulnerable individuals and systems can be strengthened and that the key drivers of needs are addressed. UNDPs role in convening the relevant stakeholders will be catalytic towards this purpose.
- **Do No Harm.** Resilience-building is politically, socially, environmentally, culturally and conflict-sensitive. Development, humanitarian and peace and security actors must make the necessary efforts in their programming and strategies to minimize any inadvertent harm caused by their presence or assistance. This includes ensuring that assistance does not increase risk, vulnerability and exposure, and that building resilience in one community, system or country does not compromise resilience in another. Do No Harm also includes not adversely affecting peace and security and not exacerbating conflict risks.
- **Engage and commit over the long term with a flexible yet strategic approach.** Resilience-building requires a multi-year approach that addresses immediate needs and at the same time establishes the foundations to address the root causes of risk, poverty, vulnerability and humanitarian needs over the long term. Resilience approaches must be flexible and sustained through well-calibrated and sequenced short-, medium- and long-term actions so that measures can be adjusted as new risks and hazards emerge.

¹² The elaboration of the principles for resilience-building of the UN Common Guidance on Helping Build Resilient Societies was based on an inclusive consultation process with the humanitarian, development, human rights, peace and security communities. It included an in-depth review of principles traditionally fostered by these communities.

¹³ The HDP Nexus refers to the interlinkages among humanitarian, development and peacebuilding actions. The HDP Nexus approach refers to the aim of strengthening collaboration, coherence and complementarity. The approach seeks to capitalize on the comparative advantages of each pillar—to the extent of their relevance in the specific context—to reduce overall vulnerability and the number of unmet needs, strengthen risk management capacities and address root causes of conflict. See DAC Recommendation on the OECD Legal Instruments Humanitarian-Development-Peace Nexus (OECD, 2019).

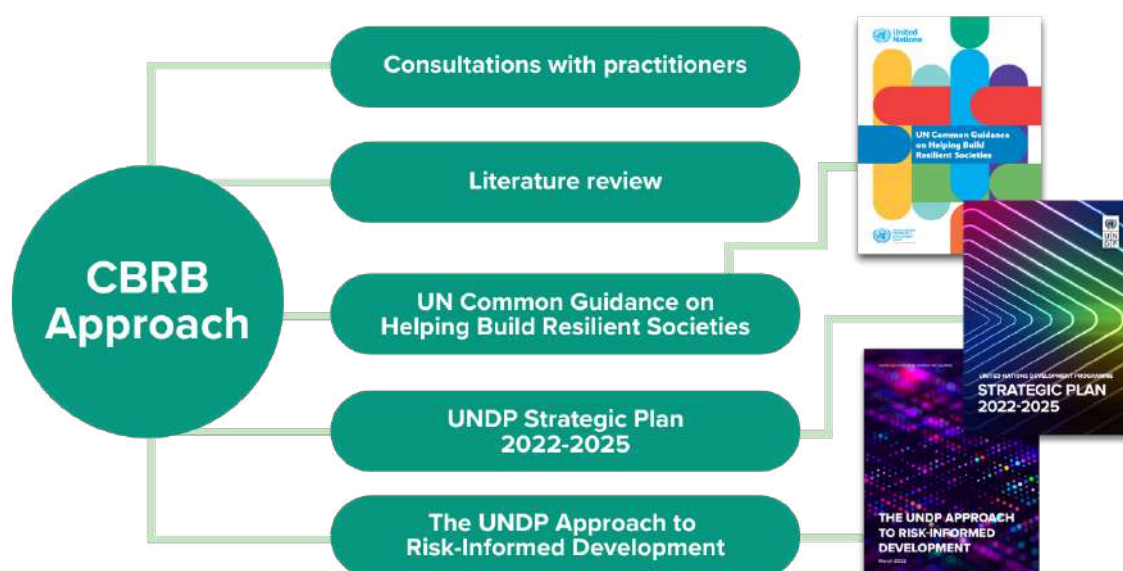
- **Pursue context-specific and tailor-made approaches.** States and societies are built around complex and unique interdependencies among political and security actors, institutions, the private sector, civil society, communities, individuals, the environment and the economy, among others. Resilience-building will need to start from a broad, contextualized and multidimensional analysis/assessment of whole-of-society capacities and needs, vulnerabilities and risks to anticipate how a system will respond in times of crisis.
- **Act early to prevent.** Emphasis on prevention includes sharing risk analyses and acting before events materialize as well as looking beyond quick-fix solutions to address the root causes of people's vulnerability and poverty and reducing their risks. Acting early may also prevent one type of emergency or protracted crisis from igniting another.
- **Build on local and national capacities for ownership and leadership.** Resilience is primarily about the capacity and agency of the people, communities, institutions and systems that are at risk. The success and sustainability of resilience-promoting support depends on the degree of ownership and leadership roles that the affected people, local and national governments and institutions, or systems assume.

These principles should guide and inform all UNDP endeavours to support resilience-building at community level, and are applicable to all CBRB interventions described in this Guidance Note. They require ongoing assessment and need to be reflected in the monitoring, evaluation and learning (MEL) frameworks of UNDP projects and programmes. As these principles cut across the three pillars of the UN, they also help foster collaboration among humanitarian development and peacebuilding actors, in line with the HDP Nexus principles.

2.2 Elements of the UNDP Approach to CBRB

The UNDP approach to CBRB has been inspired by the *UN Common Guidance on Helping Build Resilient Societies* (United Nations, 2020); the *UNDP Strategic Plan 2022-2025* (UNDP, 2021a); the *UNDP Approach to Risk Informed Development* (UNDP, 2022b); lessons learnt from and experiences of CBRM interventions, including those shared by UNDP practitioners and other experts; and an extensive literature review (Figure 2.1).

Figure 2.1 What informed UNDP's CBRB approach¹⁴



¹⁴ Developed by authors.

The UN-wide reference on building resilience for delivering the 2030 Agenda is provided by the [UN Common Guidance on Helping Build Resilient Societies](#) (United Nations, 2020). It gives operational guidance for practical application at country, local and community levels, which promotes a common understanding of resilience based on shared principles.

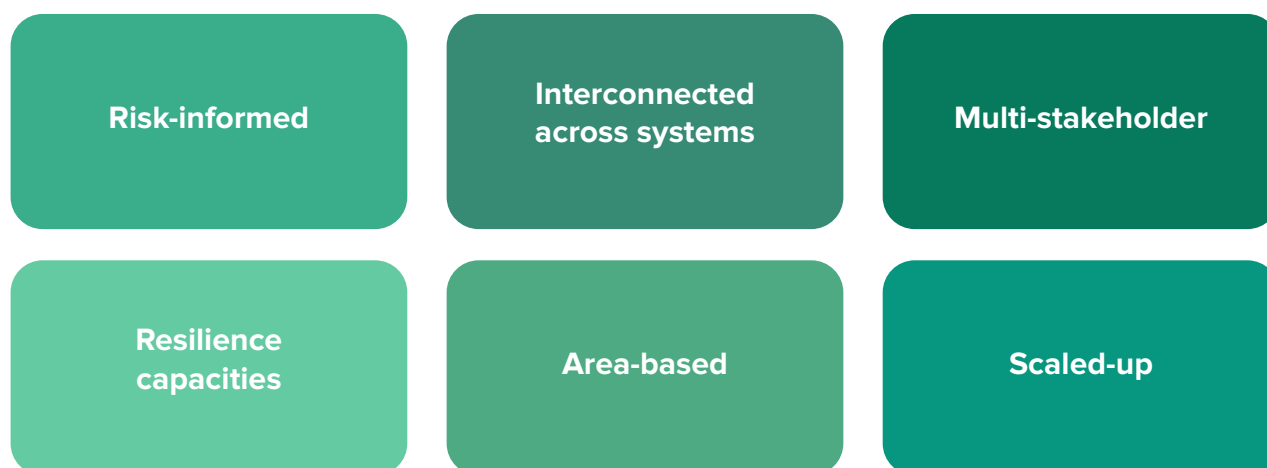
Community resilience-building has been enshrined as a priority in the [UNDP Strategic Plan 2022-2025](#) (UNDP, 2021a). The Plan recognizes the need for systemic solutions to address the “dynamic, interconnected puzzles of multidimensional risk,” and includes resilience-building as one of its three directions of systemic change for achieving the SDGs. According to the Plan, UNDPs resilience-building efforts aim to “strengthen countries and institutions to prevent, mitigate and respond to crisis, conflict, disasters, climate and social and economic shocks”; a dedicated outcome focusing on “building resilience to risks, crises and shocks” is included to this end. Its implementation is supported by the Signature Solution on Resilience and related Service Offers that guide UNDPs policy and programmatic work across all thematic areas. It reinforces the links between disaster risk reduction (DRR) and climate change adaptation (CCA) while also ensuring complementarities across governance, poverty eradication, gender, conflict prevention and climate action. For example, [UNDPs Crisis Offer](#) (UNDP, 2022a) provides a framework for development solutions to crisis and fragility and aims to deliver multi-disciplinary and integrated solutions through a risk lens, including through community- and area-based solutions.

The importance of community-level interventions and participation is also emphasized in [The UNDP Approach to Risk-Informed Development](#). It offers reflections and an approach on how to evolve the risk-informed paradigm within UNDP to address systemic and multidimensional risks in support of UNDP Country Offices and the nations they serve.

Overview of the key elements of the UNDP approach to CBRB

Together with the resilience-building principles (see Chapter 2.1), the UNDP approach to CBRB describes the fundamental elements of the design and implementation of UNDP’s community-based interventions (Figure 2.2). They can be used in the context of UNDP programming to support the shift towards comprehensive community-based resilience-building and foster sustainable and transformative change.

Figure 2.2 Elements of UNDP’s approach to CBRB¹⁵



¹⁵ Developed by authors.

“

“In a world of uncertainty, understanding and reducing risk is fundamental to achieving sustainable development.”

*UN Deputy Secretary-General
Amina Mohammed*

”

2.2.1 Risk-informed

The rising frequency, magnitude and impact of crises are undermining progress in sustainable development. At the same time, the development process itself can be a major risk driver, for example when populations and economic assets are placed in locations exposed to hazards, or when development interventions lead to conflicts over scarce resources. This interlinkage between risk and development provides the core rationale for risk-informed development and integrating

risk reduction into development policy, planning and budgeting at all levels, including at community level (UNDP, 2022b).

UNDPs risk-informed approach is grounded in the understanding of risk as multidimensional. Risks associated with natural hazards often coincide with epidemics, conflict or economic shocks, and their interaction can manifest as crises. For example, in Sudan, risks emanating from hydrometeorological hazards and climate change overlap with natural resource mismanagement, health emergencies, political instability and cycles of violent conflict, resulting in a complex risk landscape (Box 2.1).





Box 2.1 Complex risk landscape in Sudan¹⁶

Sudan is severely exposed to climate change and is one of the world's least developed countries. Extreme weather, recurrent floods and droughts and changing precipitation interact with other vulnerabilities and threats—such as ecosystem degradation, unsustainable agricultural practices, scarce natural resources and resource-based conflicts—limiting societal capacities to cope and adapt. In particular, climate change combined with gender-based disparities in natural resource governance accentuate the climate-related security risks for women and girls.

Various conflict dynamics and decades of political interference, the ongoing civil war, political instability and local conflicts (interlinked with land and natural resources) have undermined traditional resource management systems and state governance. High levels of displacement and shifting migration patterns have sharpened the country's humanitarian needs and vulnerability to the effects of climate change. This may further increase the risk of local conflicts in some areas.

The mismanagement of natural resources has increased the marginalization of rural communities and accelerated land degradation, exacerbating local vulnerabilities that add to the human security risks associated with climate change. Also, the economic consequences of COVID-19, ongoing political instability (further aggravated by the October 2021 military coup) and rising inflation have weakened the state and societal resilience, livelihoods and food security.

Community-based approaches need to be evidence-based and embrace the full gamut of risks by moving beyond a narrow focus on disasters or climate change alone. Understanding risk in all its dimensions in line with community circumstances—rather than single-risk approaches—is a prerequisite for a risk-informed approach to CBRB. Comprehensive CBRB that integrates all types of community-level risk will also cut across various domains (disaster risk reduction, climate adaptation, conflict prevention etc.) and foster more cohesive, effective and impactful action (UNDP, 2022b).

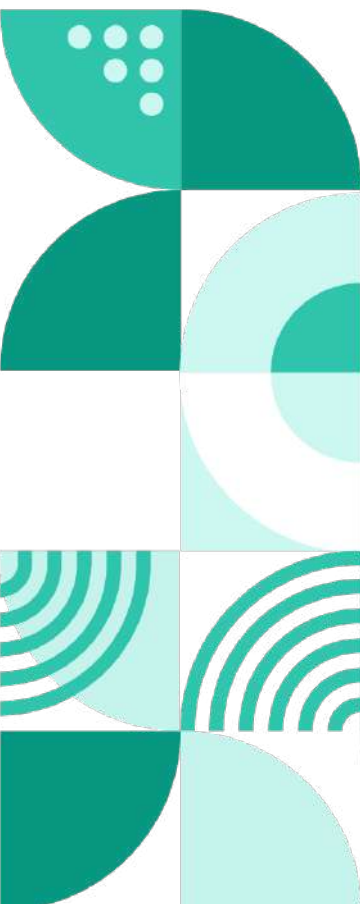
Risk-informed CBRB requires that UNDPs community-based interventions incorporate a risk lens based on appropriate risk data and analysis. This means firmly integrating multidimensional risk assessments into the project design and implementation cycle (see Chapter 3.3.2). The [UNDP Social and Environmental Standards](#) provide another useful entry point to help manage social and environmental risks and the impacts of UNDP programmes and projects.



Resources:

- » [The UNDP Approach to Risk-Informed Development](#) (UNDP, 2022b)
- » [Choosing Your Tomorrows: Using Foresight and Anticipatory Governance to Explore Multiple Futures in Support of Risk-Informed Development](#) (UNDP, 2023a)
- » [Risk-Informed Development: From Crisis to Resilience](#) (UNDP and ODI, 2019)

¹⁶ Fact sheet: Climate, Peace and Security in Sudan, 16 May (Norwegian Institute of International Affairs & Stockholm International Peace Research Institute, 2022).



2.2.2 Interconnected across systems

With the increasing complexity and interaction between social, governance, economic, ecological and physical systems in today's world, the associated risks are also intersecting. This is creating new, unknown dynamics with compounding and knock-on effects (United Nations, 2020). Systemic risk is also associated with the everyday exposure of dispersed populations to repeated or persistent hazard conditions of low or moderate intensity (UNDP, 2022b). The cumulative impact of everyday crises on local and urban contexts is often bigger than that of large and less frequent events, and with far greater relative impact on poor and low-income households (UNDP, 2022b).

“If I have to select one sentence to describe the state of the world, I would say we are in a world in which global challenges are more integrated, and the responses are more and more fragmented. And, if these are not reversed, it is a recipe for disaster.”

UN Secretary-General Antonio Guterres

Addressing systemic risk at local/community level is therefore of paramount importance. In fact, it is only at the territorial level that the interlinkages between different systems can be clearly articulated and risk management issues resolved. This offers an actionable entry point for addressing systemic risk also at national and global levels (UNDP, 2022h).

CBRB, therefore, offers an opportunity to analyse risks across different systems at local/community level and identify suitable measures with optimal impact on resilience-building (UNDP, 2022b). Rather than treating

community-level risks in isolation, the systems approach of CBRB requires viewing them within a greater whole to understand how the different systems influence each other. For example, enhancing community food security in a changing climate not only requires looking at land use and agricultural practices, but also understanding evolving consumption patterns, health, transport and water resource related issues.

CBRB further requires understanding risk as a social construct. Systemic risk, like all other forms of risk, is the result of the interrelationship of hazard, exposure and vulnerability. These variables are socially constructed through a range of underlying drivers, including poverty and inequality; badly planned and managed urban and infrastructure development; environmental degradation; climate change; displacement; and weak territorial governance (UNDP, 2022b). They are also embedded and perpetuated through inappropriate policy frameworks.



Resources:

- » [UNDP Global Policy Network Brief: Towards an Actionable Framework for Governing Systemic Risk](#) (UNDP, 2022h)
- » [The Social Construction of Systemic Risk: Towards an Actionable Framework for Risk Governance – United Nations Development Programme Discussion Paper](#) (Maskrey et al., 2021)
- » [Systemic Risks from Different Perspectives](#) (Renn et al., 2020)
- » [Guidelines for the governance of systemic risks](#) (IRGC, 2018)



2.2.3 Multi-stakeholder

Since resilience-building cuts across multiple sectors and systems, a multi-stakeholder, inclusive and people-centred approach must be pursued (United Nations, 2020), with due consideration of gender equality and women's empowerment and leadership. A multi-stakeholder approach strengthens a whole-of-society engagement to adequately address the needs of the most vulnerable via the active participation of a wide range of individuals, communities, groups and institutions (private and public) to ensure a balance of perspectives in the resilience-building process. It should also seek out opportunities to strengthen the HDP Nexus by fostering cooperation among these actors.

Multi-stakeholder partnerships can generate higher impact, encourage more efficient use of resources and mobilize additional funds at the community level. The involvement of community actors will further enhance ownership and forge synergies and collaboration between stakeholders in certain locations, sectors or among interconnected systems (e.g. food, energy etc.).

“

“In an age of complex risks with cascading and multiplying impacts, we must break down siloed thinking, and adopt a whole-of-society approach. What happens to one happens to all.”

*UN Deputy Secretary-General
Amina Mohammed*

”

In today's world of complex risks, multi-stakeholder and multi-layered CBRB requires a thorough understanding of the stakeholder mix at community level. Further, the systemic involvement of all relevant actors in the process must be recognized in an inclusive manner, to allow their views and priorities to be integrated into the decision-making process. Relevant stakeholders include local/territorial government; civil society organizations (CSOs) and CBOs (e.g. farmers' associations, fishery associations, dairy associations, self-help associations,

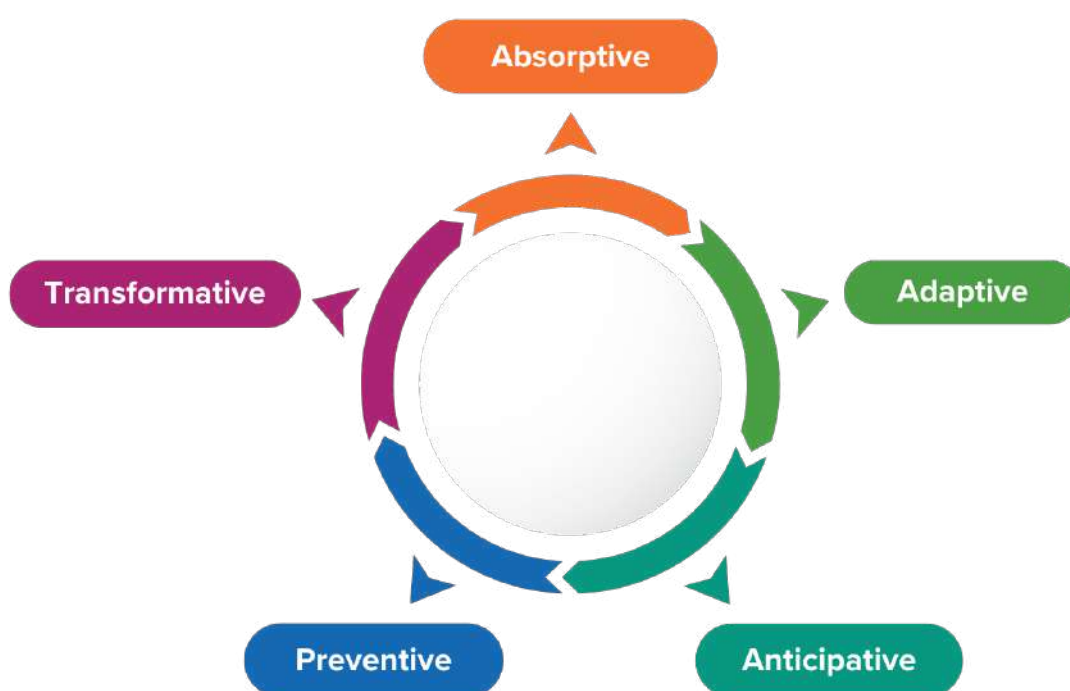
community leaders) the private sector; and local chambers of commerce etc. The CBRB approach requires a comprehensive assessment of the population groups most at risk of being left behind in each community context. This includes children; youth; older persons; women and girls; persons with disabilities; people living with HIV and AIDS; LGBTIQ+ people; indigenous peoples; and other marginalized groups.



2.2.4 Strengthens resilience capacities

Systems, institutions and people are considered resilient when they have at their disposal a set of distinct capacities and resources that are crucial to cope with, withstand or bounce back from adverse events and shocks (United Nations, 2020).

Figure 2.3 Resilience capacities¹⁷



Therefore, interventions in the context of CBRB need to strengthen the resilience capacities of local governments, CBOs and community members to allow them to become active drivers of the CBRB process (Figure 2.3). These include:

- **Absorptive capacity:** The ability to take protective action and ‘bounce back’ after a shock using predetermined responses to preserve and restore essential basic structures and functions. It involves anticipating, planning, coping and recovering from shocks and stresses (e.g. early warning, preparedness and recovery capacities).
- **Adaptive capacity:** The ability to make incremental adjustments, modifications or changes to the characteristics of systems and actions to adapt to moderate potential changes and continue functioning without major qualitative changes in function or structural identity (e.g. elevating structures or moving away from shorelines to adapt to sea level rise).
- **Anticipative capacity:** The ability to take early action in anticipation of a potential threat to reduce its potential negative impacts, including through early warning, early action and forecast-based financing (e.g. distribute cash or drought-resistant seeds before the disaster event).

¹⁷ United Nations Common Guidance on Helping Build Resilient Societies (United Nations, 2020).

- **Preventive capacity:** The ability to implement activities and take measures to reduce existing risks and avoid the creation of new risks. While certain risks cannot be eliminated, preventative capacity aims to reduce vulnerability and exposure in such contexts where, as a result, the risk is reduced (e.g. earthquake-resilient building techniques).
- **Transformative capacity:** The ability to create a fundamentally new system when ecological, economic or social structures make the existing system untenable (e.g. capacity of communities to change/reshape their systems, forms, functions and processes; changes to housing entitlements by granting women joint ownership titles after an earthquake until then reserved only to men).

2.2.5 Area-based

The area-based approach aims to reduce the disparities between areas and groups through integrated, participatory and inclusive sustainable investments in subnational governance initiatives, resilience, education, health and livelihoods (UNDP, 2018a). It takes a geographic area as the primary entry point for support, rather than a particular sector or target group, which means it can also be applied to cross-border contexts. Its strength lies in an integrated approach that allows for a better understanding of the local context, partnership with local stakeholders, manageability and flexibility (UNDP, 2018a). Especially in contexts of weak states or those that have lost their legitimacy due to their inability to deliver public goods, the area-based approach can provide opportunities for working with local governments and communities.

The area-based approach contributes to addressing systemic risk in the framework of CBRB. Notably, it fosters an understanding of area-specific vulnerabilities and capacities, as well as how local systems are interconnected, with a view to building resilience in the target area/community. It also offers an opportunity to overcome risk management silos and encourage collaboration and integrated programming across UNDP practice areas, as is being done in Bangladesh (Box 2.2) within the context of the Rohingya refugee crisis. It is thus an important approach for building resilience across UNDP practice areas.



Box 2.2 Disaster Risk Management in Cox's Bazar, Bangladesh¹⁸

UNDP is implementing an area-based programme for strengthening disaster risk management in Cox's Bazar to reduce the seasonal weather and disaster vulnerability of at-risk Rohingya and Bangladeshi host communities through effective multi-hazard risk management. The project aims to achieve this objective by supporting contingency planning in host communities and within the Rohingya response; improving forecasting and risk analysis; implementing landslide and flash flood mitigation measures in underserved communities; providing technical support to humanitarian actors and local government; supporting the improvement of disaster risk literacy of duty bearers; and supporting local landslide search and rescue capacity.

Areas of work include: (i) enhancement of local government preparedness for response; (ii) hazard and disaster risk analysis in Cox's Bazar and Rohingya camps; (iii) community-based disaster risk reduction; (iv) support to humanitarian actors for mainstreaming of disaster risk management in refugee response; and (v) capacity enhancement for risk-informed development and residual risk management.

¹⁸ Strengthening Disaster Risk Management and Community Resilience in Cox's Bazar (UNDP, n.d.).



Resources:

- » [UNDP Policy Brief: A Primer on Area Based Programming](#) (UNDP, 2018a)
- » [Area-Based Recovery Approach \(ABRA\)](#) (UNDP, 2018b)
- » [Fit for Purpose? Area-Based Programming in Contemporary Crisis and Development Response](#) (UNDP, 2023c)
- » [UNDP Area-Based Development Practice Note](#) (UNDP, 2025)

2.2.6 Scaled-up

Experience has shown that conventional CBRM approaches are often implemented as standalone interventions or pilot initiatives. They often fail to leverage the potential of being fully institutionalized, and this in turn impedes their sustainability. Therefore, a scaled-up approach that fosters integrated and holistic resilience-building is required.

Anchoring CBRB in the local governance set-up is a necessary step to achieve institutionalization and scaled-up support for CBRB. This requires strengthening resilience capacities not only of local government but also CBOs, their intermediary organizations and community representatives. It also means nurturing close partnerships between local governments and communities, so CBRB interventions and programmes integrate with local development plans and budgets. Adequate resource mobilization, along with improved monitoring and evaluation processes of related interventions, are further ingredients needed to achieve scale and sustainability in CBRB.

As resilience-building requires much longer time horizons than a short project cycle, CBRB interventions need to incorporate elements that promote sustainability. Embedding knowledge-sharing and documenting lessons learnt into the process will make it easier to replicate results.

CBRB also needs to align with and feed into national policies and strategies to achieve the 2030 Agenda, including national, sectoral and local plans. This will contribute to bridging the gap between national resilience-building objectives and their effective outreach at the local and community level. For example, in Viet Nam (Box 2.3) the Government developed a 10-year (2021-2030) CBDRM programme, which was instrumental to embedding support into the local government's planning framework at scale (UNDP, 2022c).





Box 2.3 Viet Nam's National Scheme on Community-Based Disaster Risk Management¹⁹

The Scheme 1002 on Community Awareness Raising in Community-Based Disaster Risk Management (2009–2020) was led by the Ministry of Agriculture and Rural Development in coordination with the Ministry of Education and Training and provinces/cities nationwide. The Scheme, along with its related legal documents, marked an important step forward in Viet Nam from natural disaster prevention and control (structural measures) to risk management (proactive prevention through non-structural measures).

Scheme 1002 achieved several significant milestones in terms of resource mobilization, improved coordination with development partners and community outreach, including conducting CBDRM activities in more than 3,100 high-risk communes; holding more than 8,100 community-level disaster risk management training courses; and raising the number of provinces with approved plans for implementing the Scheme from 62% in 2013 to 100% in 2020.

In April 2021, the Government approved the new 10-year Programme on Community Awareness-Raising and Community-Based Disaster Risk Management to 2030, incorporating lessons learnt from Scheme 1002 as well as over 70 CBDRM projects conducted in Viet Nam by the Government and other development partners during the last decade. This new programme was developed with the help of UNDP Viet Nam within the framework of the Green Climate Fund (GCF) funded project “Improving the resilience of vulnerable coastal communities to climate change-related impacts in Viet Nam.” Two key objectives of the new programme are: (i) 100% of high-risk communes to develop disaster risk management plans; and (ii) 100% of their inhabitants to receive CBDRM information. With support from UNDP, the Government of Viet Nam has also established a community-based climate change and disaster risk database encompassing commune-level risk profiles. It is also developing a set of indicators to monitor the implementation of the new scheme.

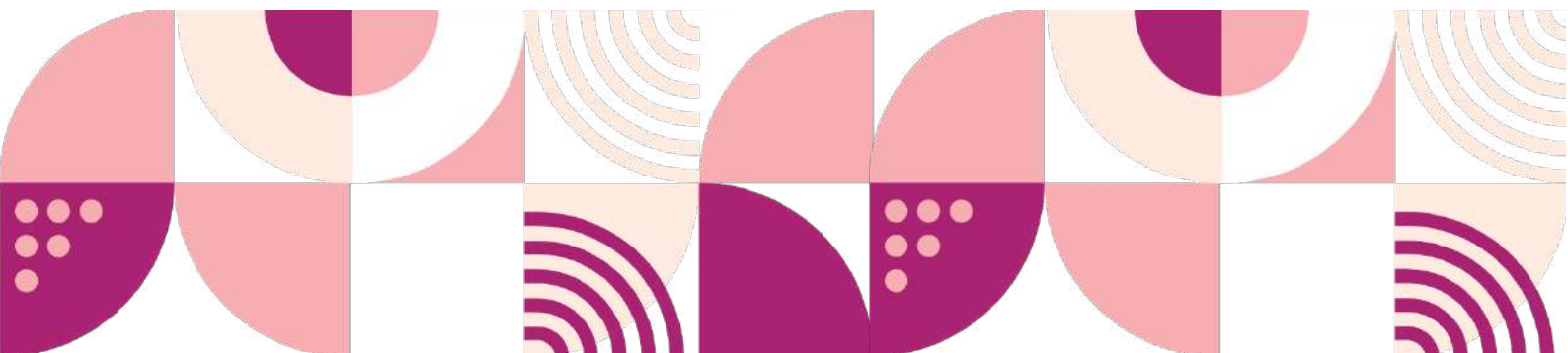
¹⁹ Based on consultation with UNDP Viet Nam.





3.

DESIGN CONSIDERATIONS FOR UNDP CBRB PROGRAMMES



3.1 Fostering CBRB within UNDP Country Office Programming

The UNDP Strategic Plan 2022-2025 (UNDP, 2021a) with its goal-oriented nature provides an enabling environment for an organization-wide and integrated CBRB agenda. Coupled with the *UNDP Approach to Risk Informed Development* (UNDP, 2022b), they form the basis for CBRB to become a priority across UNDPs practice areas and position resilience-building as a cross-cutting programming goal across teams. A portfolio approach in support of transformational change will help shift disconnected community-based initiatives towards a more programmatic approach that is able to address systemic and interconnected issues in the context of CBRB.

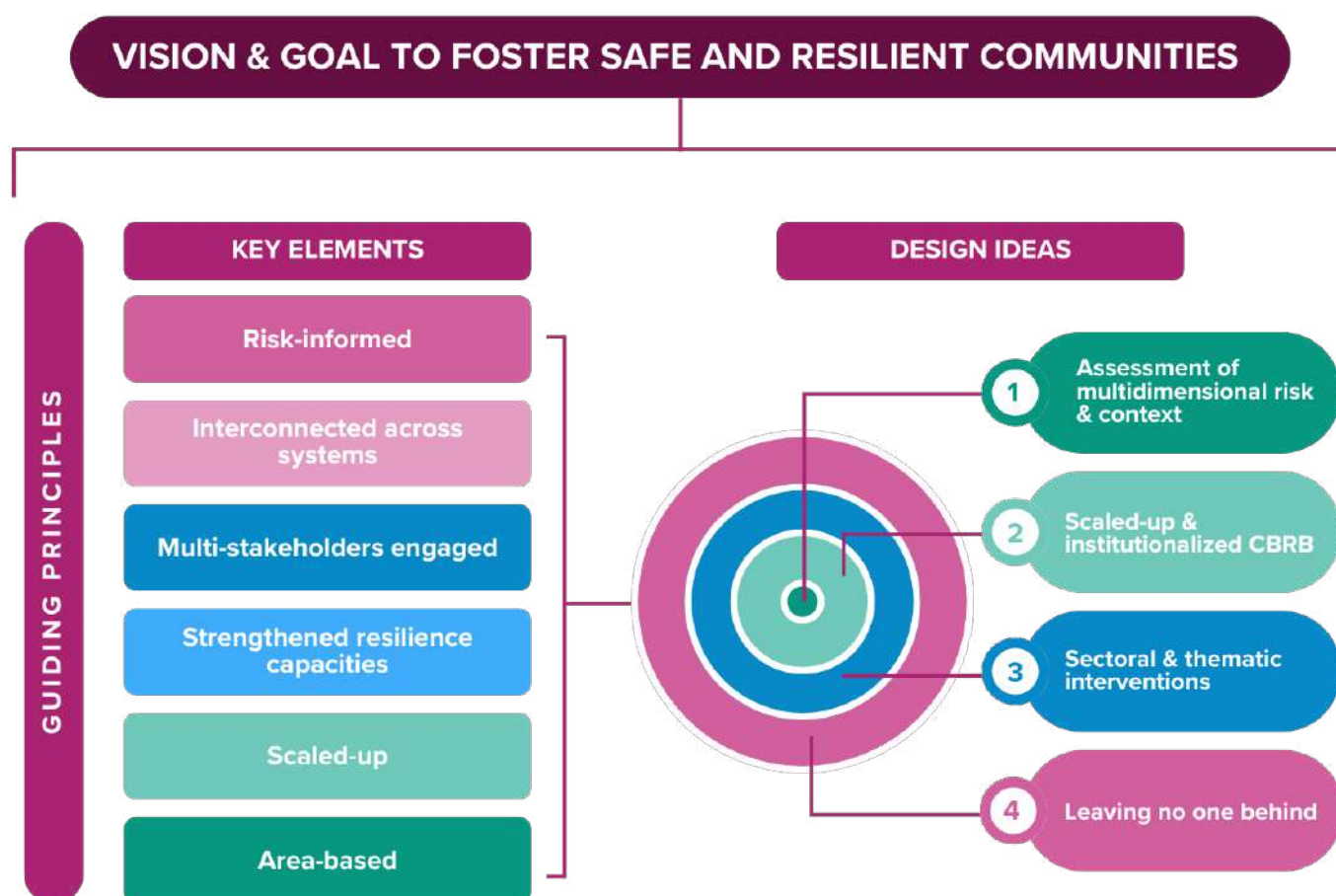
The process of developing Country Programme Documents (CPDs) is an important entry point for the inclusion of community-based resilience-building in UNDP country programming, as well as aligning it with UN Sustainable Development Cooperation Frameworks and relevant national development plans. The integration of CBRB into the objectives and results matrix of the CPD can have potentially wide-ranging impacts on enhancing resilience. In practice, it entails a multi-disciplinary team reviewing country risk reports/national risk management strategies and analysing the impact of identified risks on planned community-level interventions. This is to ensure that UNDP community resilience-building interventions are truly risk-informed. As the implementation of the CPD will involve several UNDP programme pillars and engagement with a multitude of national stakeholders, the incorporation of CBRB into the CPD process can have important multiplier effects for resilience-building in a country.



3.2 Overview of CBRB programme design considerations

Figure 3.1 provides a visual overview of the design considerations for CBRB programmes within UNDP. It illustrates how the resilience principles (see Chapter 2.1) and the CBRB approach (see Chapter 2.2) inform the development and implementation of CBRB programme interventions i.e. outputs and activities.

Figure 3.1 Design considerations for UNDP CBRB programmes²⁰



The menu of possible UNDP CBRB interventions is further unpacked in Figure 3.2, which lists the four categories of CBRB programme design ideas. These are described in detail in subsequent sections.

The choice of design ideas will depend on the local context, community priorities and demand from the stakeholders, but the goal is always to help countries build resilience as part of their sustainable development efforts. While the design ideas provide an excellent starting point, they do not constitute a comprehensive and exhaustive set of possible UNDP CBRB efforts. It is also unlikely that a single CBRB programme will address the whole menu of CBRB interventions, so a good mix of interventions is recommended.

The first two categories of design ideas—assessing the multidimensional risk and context (in green); and scaling up the institutionalization of CBRB for sustainability (teal)—are central to advancing transformative change at the community level in a sustainable manner and need to be built into all UNDP CBRB programmes. Design ideas for sectoral and thematic CBRB interventions (third category, in blue) and leaving no one behind (fourth category, in pink) can be chosen to accompany them depending on the community needs and priorities.

²⁰ Developed by authors.

Figure 3.2 Programme design ideas²¹

Assessment of multidimensional risk & context	<ul style="list-style-type: none"> • Use area-based approach to determine scope of assessment • Conduct risk & context analyses • Combine scientific, technical and local knowledge/information • Agree on priority risks to be addressed
Scaled-up & institutionalized CBRB	<ul style="list-style-type: none"> • Improve the enabling environment for CBRB • Integrate CBRB in local development planning & budgeting • Support capacity development for CBRB • Encourage multi-stakeholder partnerships for CBRB • Increase resources and financing for CBRB • Enhance monitoring, evaluation & learning of CBRB
Sectoral & thematic interventions	<ul style="list-style-type: none"> • Support resilient community infrastructure • Support resilient livelihoods • Foster ecosystem-based management • Support community early warning & preparedness • Foster resilient community recovery
Leaving no one behind	<ul style="list-style-type: none"> • Encourage social cohesion & mediation through community action • Strengthen social protection • Foster financial inclusion • Support conflict prevention & peacebuilding

3.3 CBRB programme design ideas

3.3.1 Establishing the overall vision and goal for UNDP's CBRB support

The overall objective of UNDP CBRB programming is to foster safe and resilient communities. The formulation of the specific CBRB programme vision and goal, however, needs to be consulted on in a highly participatory and collaborative manner with the beneficiary communities, local government and partners involved. The six characteristics of a resilient community may be of help in this process (see Chapter 1.1). Nevertheless, some form of negotiation may be required since government priorities for resilience-building and local development may not necessarily align with communities' priorities, or with those of implementing partners. Also, within communities, the priorities of different groups may not always align; some groups may benefit from the planned interventions, others may lose out. These trade-offs will need to be made clear, discussed and mitigated as needed. Understanding the local political economy will be essential when deciding on which priorities are selected (see Chapter 3.3.2).

Participatory visioning tools such as future searches or dream maps can help chart out a long-term vision for building community resilience. Coupled with local risk and context analyses, they can then inform collective outcomes and results chains for the jointly agreed priorities of all beneficiary groups and stakeholders involved.

²¹ Developed by authors.

3.3.2 Assessing multidimensional risk and context

The CBRB programme cycle needs to be informed by a holistic assessment of systemic and multidimensional risks and the wider context in which the community operates. This analysis is an essential requirement of CBRB: findings help identify which resilience capacities need boosting and which root causes of vulnerability and drivers of risk need to be addressed. The assessment should be conducted iteratively, collaboratively and where possible jointly. It should also draw on the knowledge and expertise of relevant CBRB stakeholders across the HDP Nexus in a highly participatory and gender-responsive manner. Its scale and depth are to be adapted to the context while building on existing sources, tools and methodologies. It is also recommended to integrate foresight (or ‘thinking about the future’) into the assessment.

Use area-based approach to determine the scope of the analysis

Risk and resilience are highly context specific. The geographic focus of the analysis will be identified through the area-based approach and should specifically consider areas with high levels of risk (United Nations, 2020). The selection may require broad consultations with the affected communities and government. Area-based approaches span across sectors and systems and favour the involvement of all stakeholders residing in the chosen area (see Chapter 2.2.5).

Conduct comprehensive risk and context analyses

Data collection and analysis should engage key stakeholders to consider a full range of perspectives, particularly those of CBOs and local government, to validate, ensure ownership of and use assessment results. Recommended steps in the analysis include (United Nations, 2020):



- **Assessment of the main hazards, threats, exposure, vulnerabilities and capacities** to achieve a comprehensive, multi-hazard risk analysis, reflecting the frequency, duration, magnitude and impact of each hazard and looking at historic information and future projections.
- **Assessment of the contextual factors and risk drivers** to understand the political economy and underlying power relations within the community is crucial. This helps identify changes required to strengthen the enabling environment for CBRB, as well as the incentives, interests and power relations of key stakeholders engaged in risk-reducing/risk-creating behaviours.
- **Assessment of the key systems at risk** to understand how potential hazards and threats will affect them, and any compounding effects; identify the inherent vulnerabilities, capacities, pressure points and sensitivities; and identify the main stakeholders who influence the systems.
- **Assessment of the population groups most at risk of being left behind** to map the impacts of specific threats in a disaggregated manner, including the assessment of their resilience capacities (see Chapter 2.2.4).

**Box 3.1 Disaster Risk Register in Serbia²²**

In Serbia, UNDP supported development of the Disaster Risk Register. The Register contains publicly available data of concern for natural disasters such as floods, forest and wildfires and landslides, as well as climate-related data, at the cadastral. The Register represents a unique and powerful analytical tool for managing risks, making risk-informed decisions and investment planning. Due to the availability of data, the Register is not only used by public authorities involved in disaster risk response and emergency management, but also by the business sector, insurance companies and citizens. The Register operates as a subsystem of the national geospatial data infrastructure and offers better protection of investments in safety and sustainable development.

Combine scientific with local knowledge and information

Local and indigenous knowledge constitutes an important source of risk information, including on the specific details of the local physical environment, infrastructure and livelihoods systems (United Nations, 2020). At the same time, due to climate change and the resulting changes to hydrometeorological hazards and vulnerability, the sole reliance on local knowledge and practices has its limitations. The same applies to infrequent crisis events with sometimes long return periods, such as earthquakes or volcanic eruptions.

In combination with the latest technology and scientific assessment, local and indigenous knowledge provides communities and decision makers with a good knowledge base for resilience-building. Cultural and social differences can affect the risk perception and actions of population groups, so it is instrumental to frame risks through the lens of their needs, experience and culture (United Nations, 2020). Thus, integrating scientific and local knowledge and linking it with the more formal risk management system of the public sector is a necessary step (Hiwasakai et al., 2014). Preferably, the analysis should build on existing studies (e.g. those available at national disaster risk management authorities, local authorities, the national statistical office etc.) and only collect additional data sets as necessary.

²² Based on consultation with UNDP Serbia.





Box 3.2 Community risk perception in the Horn of Africa²³

A study commissioned by the UNDP Resilience Hub for Africa and the IGAD Climate Prediction and Application Centre (ICPAC), aimed to understand the concept of resilience from the point of view of the communities in fragile arid and semi-arid lands. A total of 110 community members participated in this study from the following regions: (i) Gursum and Tuli-Guled Districts, Somali Region, Ethiopia; (ii) Kilifi and Turkana Counties, Kenya; and (iii) Gabiley and Salaxley Districts, Somaliland.

Most community members indicated that traditional cultural systems have a significant impact on how individuals perceive risks and vulnerability. Different aspects of culture have been observed to either reduce or increase vulnerability, affecting a community's choices regarding their livelihoods and values. For example, in Somali Region, Ethiopia, and in Somaliland, men's cultural identity is tied to owning large herds of livestock. But severe droughts have led to many pastoralists losing their livestock, which cause them to feel a loss of power in the community and turn to the cultural practice of chewing khat. While some believe cultural practices should not be interfered with, evolving them to be part of resilience-building can support efforts to address vulnerability.

Prioritize risks in CBRB programming



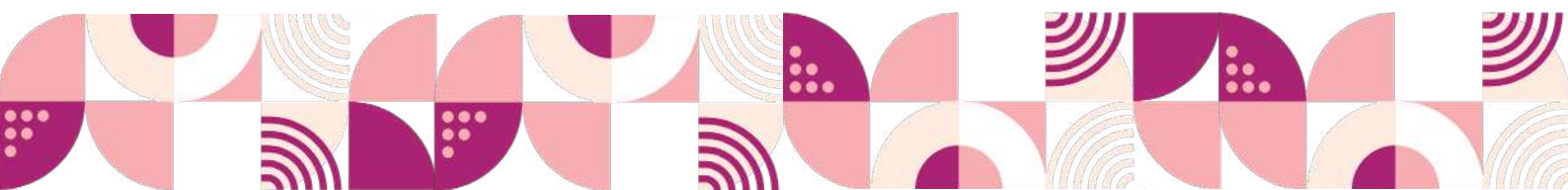
Based on the above steps, it is then possible to prioritize the most urgent and strategic mix of community-level risks to be addressed by the CBRB intervention, as well as the systems they interface with. This will require bringing together different sources of risk information across the spectrum of risk management practitioners, as well as involving communities, local government entities and other partners. The results of the analysis will also provide the baselines for monitoring and evaluation.



Resources:

- » [Community-Based Resilience Analysis \(CoBRA\)](#) (UNDP, 2017a)
- » [Risk management: Principles and guidelines on implementation ISO 31000:2018](#) (International Organization for Standardization, 2018)
- » [Guidelines for Resilience Systems Analysis: How to Analyse Risk and Build a Roadmap to Resilience](#) (OECD, 2014)
- » [CADRI Digital Capacity Diagnosis Tool](#) (CADRI, 2021)
- » [Institutional and Context Analysis for the Sustainable Development Goals](#) (UNDP, 2018)
- » [UNDP Regional Bureau for Asia and the Pacific: Foresight Playbook](#) (UNDP, 2022j)

²³ Community Resilience in the Horn of Africa: Insights from Ethiopia, Kenya, and Somalia (UNDP, 2024c).



3.3.3 Scaling up the institutionalization of CBRB

The following section presents design considerations for fostering scaled-up CBRB efforts—a key element of UNDP’s approach to CBRB—to strengthen institutionalization and sustainability.

Improve the enabling environment for CBRB

Adequate legal and policy frameworks contribute to strengthened risk governance, improving resilience and overall sustainable development. A coherent enabling environment, conducive to preventing and reducing multidimensional risks at national and local level, is a cornerstone of risk-informed development and CBRB.





Based on UNDP's long-term experience of supporting risk governance (UNDP, 2017b), enhancing the enabling environment for CBRB can involve:

- **Risk-informing relevant national and local development policy and planning frameworks:**

This entails reviewing strategies, policies, regulations and standards related to sustainable development (e.g. disaster risk reduction, climate action, community housing and other key sectors) and incorporating into them a systemic risk and resilience lens. These risk governance instruments are key enablers for fostering community resilience as they offer unique opportunities to prioritize community-based action. This can help to address underlying vulnerabilities and risk drivers along with setting incentives for risk-informing local-level development investments.

The *UNDP Approach to Risk-informed Development* and its five strategic entry points—policy, knowledge, stakeholders, finance and organization— provide valuable guidance on how to pursue risk-informed development at national and subnational levels (UNDP, 2022b).

- **Fostering policy coherence:** Ideally, policy coherence would already be at an advanced stage nationally to avoid contradictions in resilience-building approaches in the local context. However, local governments may need support to harmonize national development policy and planning frameworks with those at local level, often as part of decentralization processes. For example, in the Philippines, Jagobiao *barangay* (local government) officials reported that they were required to implement nearly 40 separate national plans in their district (GNDR, 2019). The harmonization of development policies and plans will not only reduce duplication and save resources but also foster an integrated approach to CBRB.
- **Advocating for CBRB:** Securing the political commitment of decision makers at national and local government to prioritize CBRB and allocate necessary resources is an important step in strengthening the enabling environment. This may also involve supporting decision makers in their policy reform efforts to integrate CBRB considerations. For instance, in the Philippines, a policy broker advanced the CBRB agenda at the national level while also working with provincial officials (UNDP, 2019c).



Box 3.3 Strengthening the enabling environment for CBRB²⁴

UNDP has been supporting the integration of DRR, CCA and resilience considerations into the enabling environment at local/community level across the world in:

- **Tetovo, North Macedonia:** Building capacities to strengthen the links between climate change and DRR in the development of the key planning documents (special plans, urban plans, relevant DRR plans etc.).
- **Waling, Nepal:** Developing urban resilience strategies; strengthening municipal capacity for enforcement of National Building Code and by-laws through e-Building Permit System; developing regulations for construction in landslide-prone and vulnerable areas; mainstreaming risk-sensitive land use into city development planning.
- **Yerevan, Armenia:** Piloting disaster risk management and city resilience plans; fostering a Joint Task Force on urban resilience; strengthening multi-hazard early warning systems and their operational capacities.
- **Vanuatu:** Supporting the [Governance for Resilient Development in the Pacific](#) (Gov4Res) project, resulting in risk-informed community-led planning feeding through to national development.

²⁴ Based on UNDP Country Office reports.

Strengthen the integration of CBRB into local planning and budgeting processes

The Sendai Framework calls for the adoption and implementation of local DRR strategies and plans; similarly, the Paris Agreement requires governments to implement local adaptation plans. UNDP support can help ensure CBRB measures are appropriately reflected in strategies and plans and are in line with the needs of communities at risk. Moving beyond a narrow focus on disaster- and climate-related risks, UNDP could also work with local governments to integrate CBRB into resilience plans that cover multidimensional risk. The active participation of and partnership with community beneficiaries (and/or their representative organizations) in these local-level planning processes is essential to the success of any programme.

Dedicated local DRR, adaptation and resilience-building strategies and plans are important vehicles for channelling more support and investment into community-based action. At the same time, they continue to drive the local resilience-building agenda as a separate or parallel process to that of sustainable development. As such, important opportunities may be missed to curb the development-related drivers of risk that may arise from investments into ill-planned or risk-blind local development interventions.

It is therefore recommended for UNDP to secure buy-in from local governments to integrate CBRB priorities directly into the local development planning and budgeting process. This can be done in addition to dedicated local risk and resilience planning but could also be pursued as the only vehicle for CBRB planning. At the local level, this is not only an important step for risk-informing the sustainable development agenda, but also essential for scaling up and enhancing the institutionalization of CBRB. The planning and finance divisions of the relevant local government entity (e.g. district, municipality) will be key partners in this endeavour, as well as other divisions responsible for risk management, infrastructure, agriculture, social protection, health, environmental protection or land-use planning.



For example, in Tonga (Box 3.4), UNDP assisted the national government to incorporate a resilience lens into its planning.



Box 3.4 Integration of resilience lens in local government planning in Tonga²⁵

In Tonga, water scarcity was adversely affecting the health of a local community, as well as local agriculture and livestock. With UNDP's support, the community and the local government worked together to identify water supply as a priority. Disseminating downscaled risk information on current and future risks to the community in an accessible manner created demand for resilient development, which facilitated additional financial resources and reallocated existing budget to the local resilience agenda.

During the consultations to draw up a risk-informed community development plan, site selection, safe access to water at night for women and accessibility of persons with disabilities and older persons were among some of the issues discussed. The pooling of technical and financial resources from a wide range of partners increased the purchasing power required to obtain new water tanks and overcome the logistical challenges of transporting equipment to isolated islands. Drawing on local volunteers and engineers ensured that capacity to implement and maintain the project was kept local. Low-technology equipment and training of village committees also helped strengthen the communities' technical capacities to cope. As a result of this bottom-up initiative, the Ministry of Finance and National Planning has started to make decisions based on the needs and priorities outlined in community development plans. The ministry has started to pilot risk screening of development projects funded through the national budget in a top-down process that contributes to further systemizing the risk-informed approach within the government.



Associated UNDP support can include the following:

- **Knowledge:** Facilitating generation of and access to local, scientific and technical knowledge for multidimensional and systemic risk assessment and analysis; supporting dissemination of local risk information at an appropriate scale for local planning/budget processes; fostering the integration of local and scientific risk knowledge and their uptake for decision-making (see Chapter 3.3.2).
- **Organization:** Fostering cross-sectoral coordination (e.g. planning, financing, DRR/climate change teams) horizontally within local government and among local authorities, as well as vertically with line agencies at provincial and national levels; helping to incorporate risk-informed CBRB elements into relevant local government operating procedures/tools.
- **Budget:** Supporting budget and expenditure analysis of local government from a risk-informed CBRB perspective; establishing dedicated budget lines and funding mechanisms for CBRB programmes.

²⁵ Tonga Country Case Study on Development of DRR Strategies in Fragile Contexts, for Global Assessment Report on Disaster Risk Reduction 2019 (UNDP, 2019b).

- **Programme portfolios:** Shifting from single projects to integrated, risk-informed CBRB programming to expand the time horizon of support and allow for long-term community-driven planning based on the needs and active engagement of local communities; considering sustainability at the programme design phase along with an adequate exit strategy.



Resources:

- » [The UNDP Approach to Risk-informed Development](#) (UNDP, 2022b)
- » [Risk-Informed Development: A Strategy Tool for Integrating Disaster Risk Reduction and Climate Change Adaptation into Development](#) (UNDP, 2021b)
- » [Risk-Informed Development Guide](#) (GNDR, 2022)
- » [Scaling Up Resilience-Building Measures through Community-Driven Development Project: Guidance Note](#) (Asian Development Bank, 2018)

Develop capacities in support of CBRB

The lack of adequate, sustained capacity of key stakeholders—such as local government, CBOs and NGOs as well as the members of communities—is a critical factor hindering the scale-up of resilience-building efforts. UNDP is well placed to develop capacity of the following:

Local government: UNDP needs to work with local government authorities to develop their capacities to (i) identify the resilience-building needs at community level through a truly participatory process, allowing community perspectives to be reflected; (ii) understand and analyse multidimensional and systemic risk at the local/community level; (iii) integrate community needs and risks into the local-level planning and budgeting process; (iv) design, implement and monitor an integrated programme portfolio on community-based resilience that is able to unlock public and private sector financing; (v) pursue effective community outreach and engagement to forge multi-stakeholder partnerships; and (vi) mentor, provide technical assistance to and develop the capacity of intermediary organizations, such as CBOs and NGOs, so they are able to support communities realize their vision of resilience.

CBOs and NGOs: As the main interface between local government and communities, CBOs/NGOs have important CBRB-related functions. However, they often suffer from considerable capacity and funding gaps, which prevents them from effectively supporting communities' resilience-building efforts and feeding community priorities into local government planning. Depending on the needs of CBOs/NGOs, UNDP should provide dedicated capacity development support to help professionalize the non-government sector in CBRB and beyond. This requires moving past ad-hoc training activities towards a long-term and sustained approach that changes behaviours and creates buy-in for the CBRB approach (UNDP, 2021b). Rather than viewing CBOs/NGOs as vehicles to deliver programmes, UNDP needs to nurture long-term partnerships with stakeholders from civil society and engage them in the full cycle, from programme design and planning to implementation, monitoring, evaluation and learning.



Associated UNDP support can include the following:

- **Community risk analysis** with a focus on multidimensional risks.
- **Effective community outreach** and engagement (participatory approaches).
- **Strengthening the resilience capacities** of communities and support their resilience-building efforts (see Chapter 2.2.4).
- **Project/programme design, management, implementation, monitoring and reporting.**
- **Improving the ability to interface and partner with local government** representatives and advocate for/convey community needs and priorities to inform local development planning and budgeting.
- **Resource mobilization** and donor engagement.
- **Knowledge management** and exchange of good practices, including documenting local/indigenous solutions and knowledge.
- **Gender equality**, including women's empowerment and leadership in resilience-building.

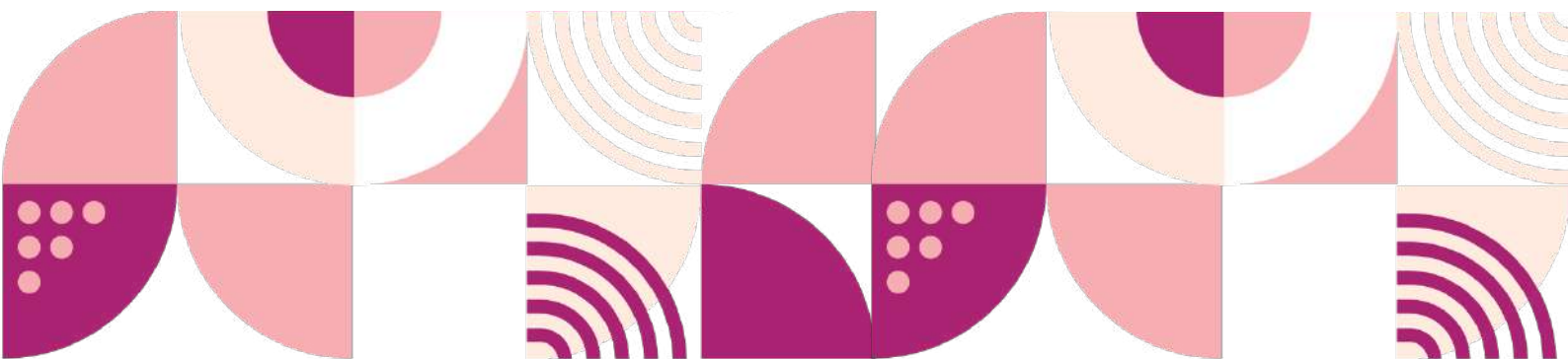
Since these capacities cover generic as well as technical skills related to CBRB, the trained CBOs/NGOs can also apply them in the context of other development programmes, adding to the sustainability of the capacity development support.



Box 3.5 Local governance for urban resilience²⁶

UNDP has been working with city administrations to build their capacity to strengthen coordination across departments and to foster a more cross-sectoral approach to urban development issues. This has involved working with community representative groups to promote their engagement with city administrations and to encourage them to proactively contribute to decision-making and implementation. Strong local governance capacities are needed to adopt systems approaches to urban resilience problems and for the delivery of urban services to meet the specific needs and requirements of vulnerable, marginalized and disempowered people and groups that are left behind. Recognising these groups' needs is critical for urban resilience-building efforts.

²⁶ Urban Risk Management and Resilience Strategy (UNDP, 2021e).



Communities: This Guidance Note advocates for UNDP to consider carefully whether working directly at the community level is the most appropriate and impactful way to promote CBRB. Experience has shown that the transaction costs for UNDP engaging directly with communities can be quite high, with mixed results and challenges regarding the long-term sustainability of projects (UNDP, 2015). It is therefore deemed to be more effective to work through local government and intermediary organizations such as CBOs/NGOs where they exist. This has a multiplier effect not only in terms of the number of communities that can be reached through UNDP support, but also in relation to wider capacity development aspects.

The types of capacities that need to be nurtured at the community level, should UNDP choose to intervene directly, include the five resilience capacities (see Chapter 2.2.4) and strengthening community leadership and advocacy. The latter is key because community leaders, both female and male, can influence local development plans and programmes by advocating to embed resilience-building needs and priorities in them.



Resources:

- » [Community-Based Resilience Analysis \(CoBRA\) Conceptual Framework and Methodology](#) (UNDP, 2016d)
- » [CoBRA Implementation Guidelines](#) (UNDP, 2017a)

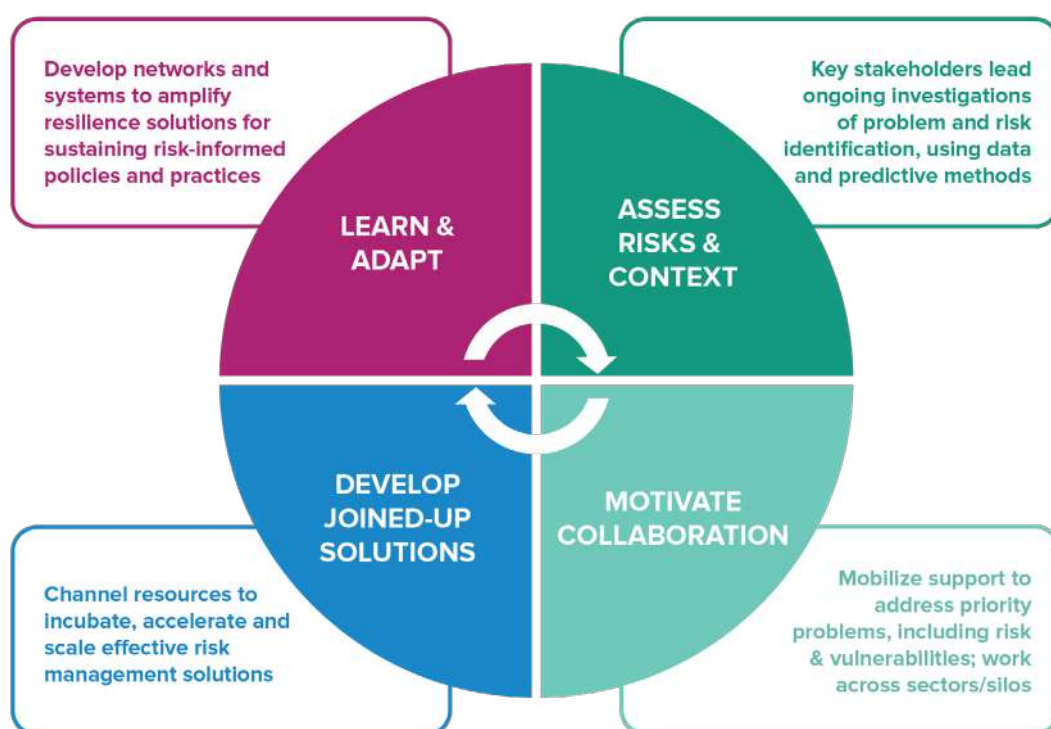
Encourage multi-stakeholder partnerships for CBRB



A multi-stakeholder, gender-responsive, people-centred and inclusive approach is central to CBRB. For local governments and CBOs/NGOs to support a sustained resilience-building process at the local level, they need to be able to forge partnerships with a variety of stakeholders. They can then contribute their unique perspectives, local knowledge and the ability to reach a wide spectrum of community members and groups.

Also, a partnership approach between local government and CBOs/NGOs ensures sustained collaboration for a long-term resilience-building journey. Bringing civil society closer to the local governance architecture facilitates coordination and complementary efforts in the implementation of CBRB interventions. The formal recognition of CBOs/NGOs as strategic partners is particularly relevant to the sustainability of CBRB interventions.



Figure 3.3 Role of partnerships in resilience-building²⁷

In its role as a trusted partner and convenor, UNDP is particularly well placed to bring together a wide variety of stakeholders across the humanitarian, development and peace actors. This includes government authorities; women and youth organizations; organizations of persons with disabilities; local chambers of commerce; farmer and fishery associations; micro, small and medium enterprises (MSMEs); dairy associations; self-help groups; various community councils; local and traditional leaders; financial institutions; donors; and academia. Helping these groups to share their unique skills and experiences with each other is essential to address risks and vulnerabilities in a comprehensive and integrated way.



Box 3.6 Selected list of community-level stakeholders in CBRB²⁸

- **Community leaders:** The sustainability of community-level groups and mechanisms is often dependent on community leaders, so their engagement in the CBRB process is crucial.
- **Women and girls:** Often underestimated partners when it comes to recognizing their leadership roles in community resilience (United Nations, 2020), the participation, active engagement and leadership of women and girls and their organizations need to be actively sought for effective community-based resilience-building.
- **Youth:** Youth engagement in CBRB efforts is essential and requires a systematic approach to incentivize participation (e.g. sense of volunteerism, pride/recognition).
- **Older persons:** The engagement of older persons or councils of elders in CBRB can bring important perspectives since they often command a very good knowledge of community members, their history and how risk has evolved over time.

²⁷ United Nations Common Guidance on Helping Build Resilient Societies (United Nations, 2020).

²⁸ Developed by authors.

- **Persons with disabilities:** The active engagement of persons with disabilities and their representative organizations, including underrepresented groups, is essential to ensure their needs and capacities are considered during CBRB-related risk assessments. It also helps to identify any barriers they face and incorporate their perspectives into related decision-making. This enables the formulation of inclusive measures and the allocation of resources to strengthen community resilience (UNDP, 2023e).
- **Volunteers:** The engagement of volunteers is a true opportunity for community resilience-building and emergency response that has been well established. The promotion of a volunteer spirit is a social mobilization process, which creates demand for building community resilience (Whittaker et al., 2015). Community volunteers, as partners in resilience-building, can influence community development interventions to be risk-informed, in addition to offering their skills, time and other resources.
- **Private sector:** The systemic engagement of the private sector in community-based resilience-building efforts is advantageous. While the financial resources of the private sector in support of the communities' resilience-building efforts are certainly important, it can also contribute non-financial support in the form of know-how and innovation. Direct commercial engagement at community level is to be prioritized.
- **Professional associations:** Partnering with key professionals (i.e. engineers, architects, masons, builders etc.) will help facilitate crucial know-how for community resilience-building. There may also be a need for UNDP to support them with training, certification or technical guidance to correctly apply risk-informed codes, standards and regulations (UNDP, 2021b).

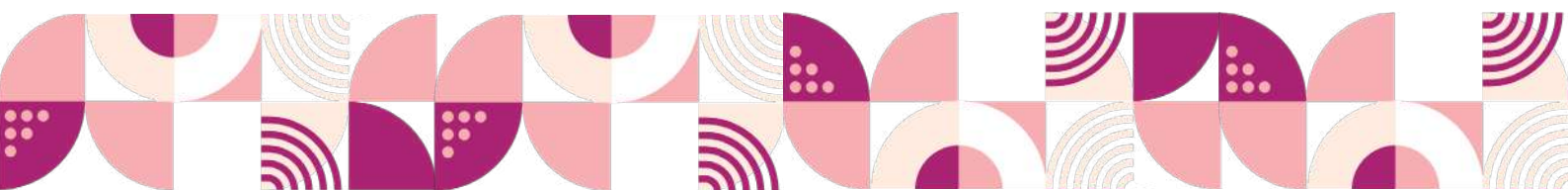
In the Maldives (Box 3.7), for example, UNDP fostered partnerships with both public and private stakeholders to promote the use of drone technology for community-based disaster resilience planning.



Box 3.7 Drones for Resilience Project in Addu City, Maldives²⁹

The Drones for Resilience project aims to promote the use of drone technology for community-based disaster resilience planning in the Maldives. This collaboration between UNDP, Dhiraagu Telecommunications, the Maldivian Red Crescent Volunteers, the local community, the local government and the private sector is an example of a successful public-private partnership at the local level. The objective of the project is to improve the capacity of Addu City to undertake risk-informed planning and develop evidence-based climate action plans. It focuses on using drones to create detailed, real-time maps of islands to be used in disaster risk assessment. The collected data improve local authorities' capacity for disaster preparedness and disaster risk management.

²⁹ Closing Ceremony of 'Drones for Resilience' project by UNDP and Dhiraagu (UNDP, 2022k).





Associated UNDP support can include the following:

- **Engage with existing community groups and networks:** This facilitates the exchange of knowledge, skills and resources for collective resilience action in the community (UNDP, 2024c), and is preferred to establishing new groups or organizations. However, understanding how well they represent communities and the different groups of people within them, their legitimacy, and whether they have sufficient budget and skills to function effectively will require analysis. To enhance sustainability, a viable option is to identify a resilience/risk management volunteer to support CBOs/CSOs who could provide technical advice or connect them with relevant experts.
- **Support stakeholder mapping:** A mapping of CBOs is helpful to identify those that may be leveraged for CBRB interventions to achieve cross-sectoral outreach and enhance sustainability. It can also detect any capacity gaps that need to be addressed. For instance, strengthening the capacity of MSMEs to manage risks related to assets, stocks and supply chains may yield important benefits for the community.
- **Establish roster of CBOs/NGOs:** Developing a regularly updated roster of CBOs/CSOs indicating their areas of expertise will help support the range of resilience-building interventions, including preparedness, emergency response, recovery and risk reduction etc.
- **Foster inclusive platforms:** Multi-stakeholder platforms that foster collaboration, coordination and participatory decision-making on CBRB can facilitate agreement on risks, priorities and community needs. Boxes 3.8 and 3.9 provide examples.





Box 3.8 Social Innovation Platforms (SIPs) for strengthening local development planning processes³⁰

Developed by UNDP in collaboration with the Agirre Lehendakaria Center, SIPs offer a systems approach to strengthening local development planning processes that are inclusive, participatory and resilient. The platforms use real-time data, human-centric design thinking and a portfolio of solutions to tackle complex challenges at the subnational level to accelerate the local achievement of the SDGs.

UNDP uses the SIP methodology to support integrated solutions for transforming governance systems. The strength of SIPs lay in their ability to go beyond traditional, vertical and one-off development interventions. They break down silos across sectors and inform governance systems with innovative practices to understand the deeper dynamics of development contexts. They also facilitate new civic spaces for inclusive participation and collaboration between people, governments and the private sector.

SIPs bring together a variety of stakeholders, including governments, communities, civil society and the business sector, to understand local community narratives and reveal in-depth needs, challenges and opportunities through systems mapping, deep listening and sensemaking approaches. Stakeholders collaborate on the platforms, co-designing and prototyping interconnected solutions to address complex challenges at the subnational level. They are used to explore new financing mechanisms to shift from funding traditional standalone projects to financing portfolios of integrated solutions. They offer an excellent approach in support of CBRB.



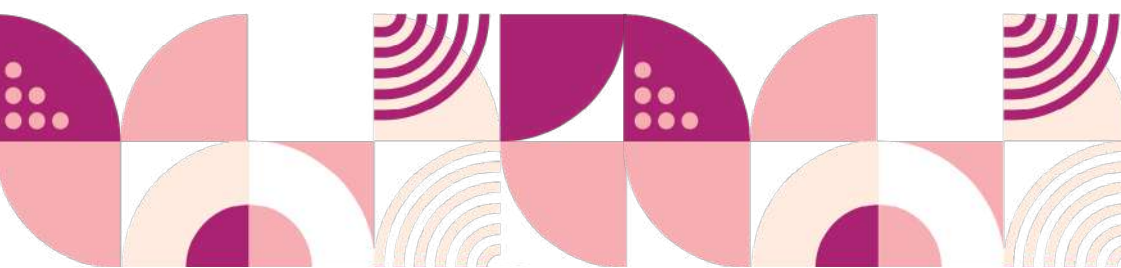
Box 3.9 Community-Based Disaster Risk Management Platform in Nepal³¹

The Community-Based Disaster Risk Management Platform is a unique arrangement that unites humanitarian and development partners under the leadership of the Ministry of Federal Affairs and General Administration. It has the following objectives:

- Strengthen coordination, collaboration and partnership with wider stakeholders for CBDRM and resilience.
- Encourage government, partners, the private sector, academic institutes, research institutes, media and experts to scale up CBDRM.
- Build a common understanding of approaches, priorities and modalities among partners.
- Support the government to formulate necessary DRR/resilience policies and plans.
- Provide a platform to share learning and replicable experiences of CBDRM.

³⁰ Social Innovation Platforms (UNDP, n.d.).

³¹ Community-Based Disaster Risk Management Platform (Government of Nepal, n.d.).





Resources:

- » [A Resilient Future for All: Advancing Disability Inclusion in Disaster Risk Reduction and Recovery for Building Resilience and Leaving No One Behind](#) (UNDP, 2023e)
- » [Disaster Resilience Scorecard for Cities: Annex for Inclusion of Persons with Disability](#) (UNDRR, 2022a)
- » [Women's Resilience to Disasters Knowledge Hub](#) (UN Women, n.d.)
- » [Women's voices and agencies in community-based disaster risk reduction](#) (Afghanistan Resilience Consortium, 2019)
- » [UNDRR Words into Action Guide: Engaging Children and Youth on the Frontline of Disaster Risk Reduction and Resilience](#) (UNDRR, 2020a)
- » [Policy Brief on Inclusion of Older People in Community-based Disaster Risk Management](#) (United Nations Population Fund, 2021)

Increase resourcing and financing for CBRB



Mobilizing adequate and sustainable financial resources over multiple years for scaling up investments in CBRB has been a major challenge but is essential to yield lasting impacts. The bulk of conventional community-based programmes have traditionally been supported by civil society, NGOs and bilateral and multilateral organizations. While this support has been vital for improving the lives and livelihoods of millions of communities across the globe, it also has its limitations. Initiatives have often been underfunded; disconnected from local government; not lasted long enough to sustain their impacts; or used too many different methodologies and approaches to successfully build synergies and combine efforts.

By institutionalizing CBRB in the local government planning process some of these pitfalls can be addressed, especially by anchoring it in the budgeting process, blending public and private funding sources and augmenting available resources. This also provides more predictable financing for community-level resilience-building, as well as improved coordination and coherence in CBRB efforts.





Associated UNDP support can include the following (United Nations, 2020):

- **Support the integration of CBRB into the local government budgeting processes.** This is to ensure that finance streams reach those most at risk through transparent allocations and evidence-based local financial management in CBRB-related decision-making.
- **Support local governments tapping into national funds to secure sustained financing of CBRB at scale.** This could involve including CBRB priorities in [Integrated National Financing Frameworks](#) or accessing pooled funds such as the Global Environment Facility (GEF) or GCF. It should be noted that although climate finance may be a good source of CBRB funding, it does not seem to be effective in building improved and long-term resilience for people in the Pacific region (UNDP, 2021f).
- **Strengthen the capacity of local governments and civil society to develop and manage high-quality projects that can unlock public and private sector financing.** For example, in the Philippines, ‘resilience brokers’ helped Local Government Units to establish participatory and inclusive partnerships to design and deliver bankable proposals for resilience initiatives. The ‘resilience brokers’ convene the technical and community stakeholders required and help build relationships between relevant scientific information providers (national and/or local) and information users such as Local Government Units (UNDP, 2019c).
- **Support small grants or ‘block grant mechanisms’ for community development.** They can be used to build resilience by factoring risk considerations into design, implementation and maintenance, contributing to sustainability and strategic impact. For example, through the Gov4Res project, UNDP launched a Small Grants Initiative to engage stakeholders involved in community development to systematically consider and integrate risks in the design, implementation and budgeting of their projects.



Box 3.10 Solomon Islands Provincial Capacity Development Fund³²

The Provincial Capacity Development Fund initiative is a performance-based grant mechanism that unlocks public finance to achieve community development objectives. It is managed by the Solomon Islands Ministry of Provincial Government and Institutional Strengthening, and supported by the EU, UNDP and UNICEF. The fund also targets risks related to climate change, disasters, gender and social inclusion as an integral part of all provincial development financing processes through performance-based grants. It is an example of a mechanism that is nationally owned; has fiduciary criteria in place; has supported financial management processes and capacity building at the provincial level; and can effectively channel additional external climate financing at community level.

- **Support local government and CBO/NGOs with managing community-based saving for resilience-building.** Recent evidence from Dar es Salaam, Tanzania shed light on the savings group model as a uniquely flexible form of financing that is well adapted to helping households cope with shocks such as repeated flooding (Panman et al., 2022).
- **Explore financing from the private sector.** Considering direct commercial engagement at community level can help broker fair access to products and services and support the resilience of MSMEs.

³² Climate finance effectiveness in the Pacific: are we on the right track? Discussion paper (UNDP, 2021f).

³³ Impact Evaluation Endline Study of UNDP Zimbabwe Resilience Building Fund Programme (Development Solutions, 2022).

- **Assist local governments to invest in innovative approaches.** This could include providing vulnerable communities with immediate access to financial resources in anticipation of and during a crisis through:
 - **building productive assets**, including through cash transfers, since asset-building is a long-term investment in resilience.
 - **forecast-based financing** in support of early action, preparedness and pre-planned community action.



Box 3.11 Zimbabwe Resilience-Building Fund³³

The Zimbabwe Resilience Building Fund was a seven-year (2015-2023) government-integrated resilience programme implemented by the Ministry of Lands, Agriculture, Water and Rural Development and UNDP. It covered 18 districts that experienced chronic food insecurity due to recurring climatic shocks and underlying poverty. The focus was to build the resilience of individuals, households, communities and systems. By increasing the capacities of communities to protect development gains and achieve improved well-being outcomes in the face of shocks and stresses, it enabled them to contribute to the economic growth of Zimbabwe.

The programme was comprised of three components:

- **Component 1:** Increase effective and evidence-based institutional, legislative and policy frameworks for resilience in place at national and subnational levels. This component focused on capacity building and collecting evidence to ensure its use in policy and programming decisions.
- **Component 2:** Improve the absorptive, adaptive and transformative capacities to face shocks and the effects of climate change for approximately 830,000 people in vulnerable communities frequently exposed to multiple hazards.
- **Component 3:** Use Crisis Modifiers as an innovative approach to responding to development challenges. It provided early warnings and action in advance of a crisis to reduce the impact of climate-induced shocks in related programme areas.

Key results included:

- proof of concept in terms of layering context-specific activities across geographical provinces and within vulnerable communities and households;
- evidence that \$1 invested in resilience-building saved \$7 in humanitarian response;
- interventions making 945,458 people more resilient;
- a decrease in food insecurity from 44% to 23% among programme beneficiaries;
- an increase in the average monthly household income from \$54 at baseline to \$74 in 2019, \$81 in 2020 and \$118 in 2021; and
- support for over 100,000 households to access safe drinking water and basic sanitation services and establishment/repair of over 2,000 functional pieces of productive infrastructure for resilience-building.

- **Work with donors to advocate for the importance of unlocking the necessary funding to address CBRB priorities spanning the humanitarian, development and peacebuilding spectrums**, to enable a more coherent and cross-sectoral approach which contributes to catalytic change. This could be pursued through joined-up programming where donors, UNDP and international and local partners collectively prepare, implement, monitor and evaluate CBRB programmes.

Enhance monitoring, evaluation and learning in the context of CBRB interventions

Experience has demonstrated weaknesses in the MEL of community-based interventions that jeopardize scale-up and sustainability. Time and again, too much focus is placed on measuring the progress of activities and outputs instead of monitoring outcome and impact based on key indicators (UNDP, 2015). Regular progress reports, third-party monitoring and lessons learnt studies contribute to understanding short-term impacts of a project and its measurable goals but are not sufficient on their own to measure resilience-building and development impact (UNDP, 2021c).

A focus on participatory MEL is essential for CBRB as it allows for adequate measuring of impacts based on key indicators that have been developed jointly with the community. MEL can help track the implementation of CBRB interventions and identify if projects/programmes are sufficiently risk-informed or whether adjustments are needed (UNDP, 2021b). Participatory MEL significantly contributes to local ownership, replication and sustainability of CBRB interventions.



Associated UNDP support can include the following:

- **Support MEL frameworks for measuring CBRB** that are linked to the country's sustainable development objectives, and not as a stand-alone goal (United Nations, 2020).
- **Put resilience-related targets and indicators of the SDGs, the Sendai Framework, the Paris Agreement or any other relevant indicator framework into the local context**, since 'off-the rack' MEL systems for resilience are not available (United Nations, 2020).
- **Ensure that MEL is not a one-off activity** that is carried out at the end of a sequential CBRB process. Instead, make ongoing formal and informal monitoring of CBRB activities a part of daily/regular organizational procedures. This will provide continuous support for improving CBRB efforts and responding to challenges (UNDP, 2021b).
- **Support the development of indicators that more accurately assess the contribution of interventions for development and resilience-building** (UNDP, 2021c). This requires in-depth assessments of the socio-economic impacts of interventions and socio-economic needs of a community (UNDP, 2021c).
- **Place greater emphasis on ensuring that emerging results of community resilience efforts lever changes in policy and practice** (UNDP, 2015). To this end, UNDP could help establish policy-related baselines and indicators for documenting and disseminating results and lessons learnt from CBRB interventions.

3.3.4 Sectoral and thematic interventions

Notwithstanding that comprehensive CBRB requires measures that are integrated, multi-sectoral and operate across systems, the following design considerations can help identify a relevant mix of interventions. During the design and implementation of CBRB, it is important to identify and leverage synergies by sequencing and combining complementary strengths, resources and capabilities. This will unlock added value and help avoid pitfalls linked to siloed and parallel interventions. Once a mix of thematic interventions has been chosen, it is important to comprehensively address risk factors throughout the value chain. As indicated in earlier sections, the design of CBRB programmes needs to apply the resilience-building principles and follow the UNDP approach to CBRB to ensure initiatives are locally led and favour local solutions.

Support resilient community infrastructure

For systems to be resilient, the infrastructure and services that make up the system must be equipped with absorptive, adaptive, anticipative, preventative and transformative capacities (United Nations, 2020). Building the resilience of critical infrastructure (Figure 3.4) at the community level is of particular importance, since it helps transport goods and services and enables people to access work, schools and recreational activities. It includes not only the physical structures but also the related facilities, networks, infrastructure governance arrangements and other assets that provide essential services to the social and economic functioning of a community.

In the context of CBRB, community infrastructure (Figure 3.1) also refers to small-scale basic structures, technical facilities and systems that are critical for the lives and livelihoods of the community. They are low-cost, small-scale infrastructures built over time, through community-led initiatives and according to the needs and aspirations of the local population. These micro infrastructures are socially, economically and operationally linked with community lives and livelihood options. They ensure access to basic services and are considered critical lifelines for the survival of the community (GFDRR et al., 2017). Despite their importance, these small-scale infrastructures represent a weaker segment of the assets available at the local level and can make the community more vulnerable to shocks.

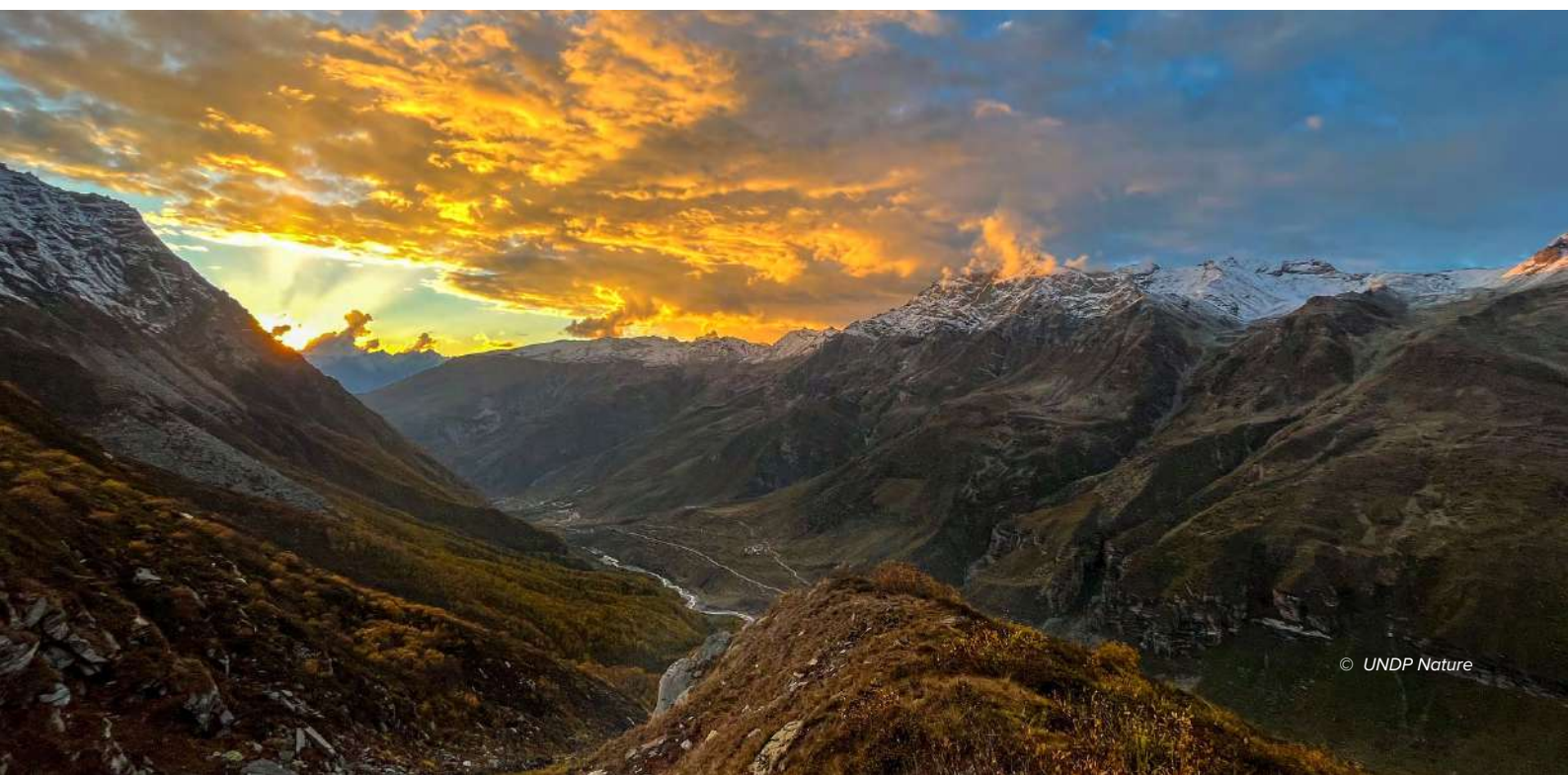
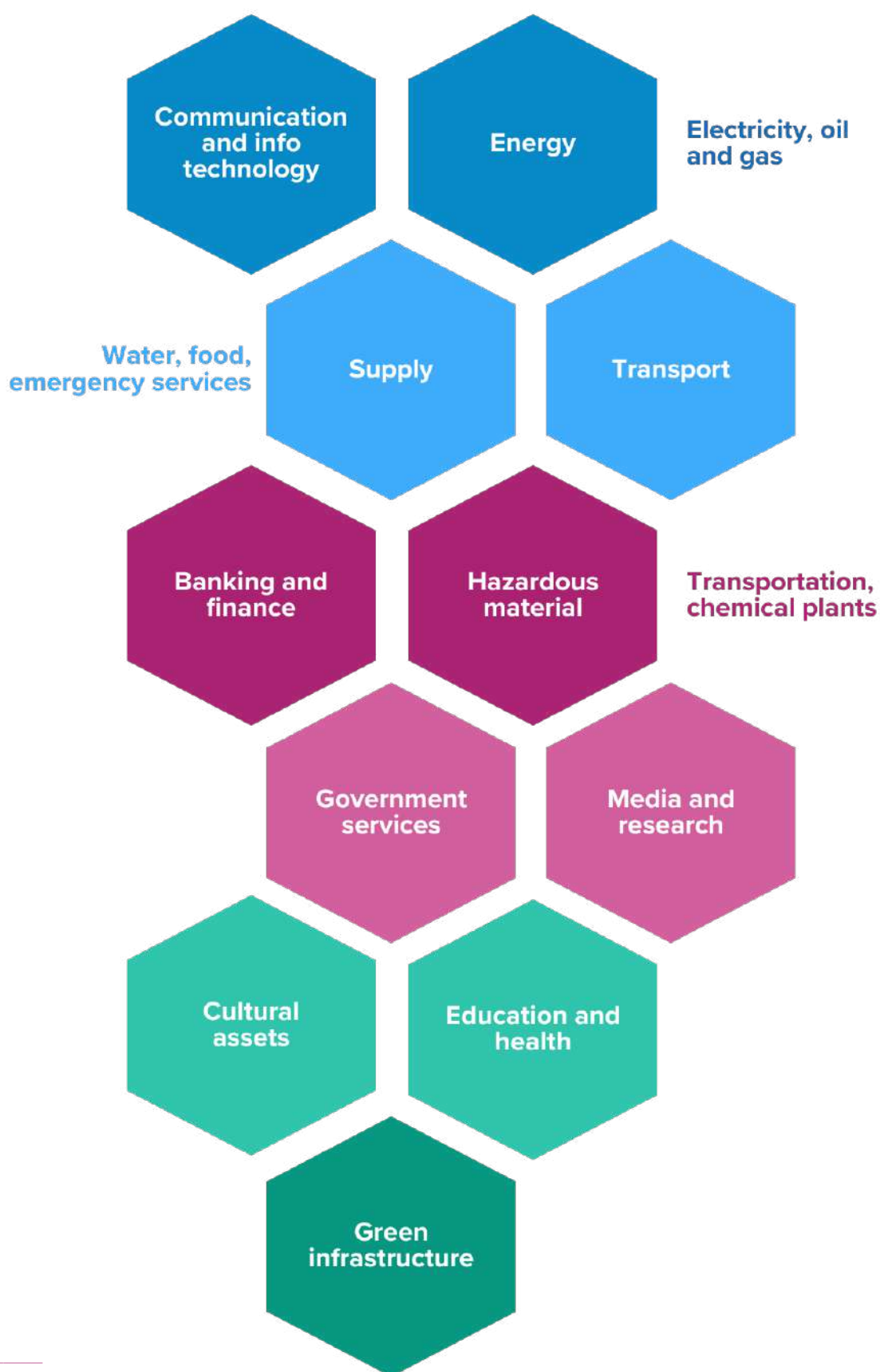


Figure 3.4 Critical infrastructure types³⁴

³⁴ Adapted by authors based on course modules of the Third Leadership Development Forum on Mainstreaming Adaptation and Disaster Reduction into Development (MADRiD) in 2012.

Table 3.1 Typology of community infrastructure³⁵

Generic Types	Description	Examples
Community access roads	Internal roads, walkways, foot-paths within the community providing access for the community people to national arterial or local road systems.	Village roads, earthen walkways in the community, house-to-house connection roads.
Minor structures	Small-scale and low-cost additional structures built for various community purposes.	Drainage structures, pipe culverts, box culverts, footbridges, retaining walls, protection of slopes, jetties, small embankments or protection walls, small earthen dams etc.
Socio-economic infrastructure	Small-scale physical infra-structures in the community developed through local initiative for the community's socio-cultural and economic prosperity.	Small marketplaces and infrastructure within market grounds including pathways, sheds, drains, community shops, community resource centres, religious centres, graveyards, playgrounds etc.
Community-based water supply and sanitation	Minor infrastructures built in the communities in response to their needs on water supply and sanitation.	Water reservoirs and water sources, supply pipes, ponds and reservoirs, community water supply systems, pump houses and deep tube wells, drainage lines, waste disposal and composting plants etc.
Communication and early warning systems	Small ICT-based installations catering to needs on information, communication and early warning messages.	Community telephone centres, community-based early warning systems, communication devices etc.
Community-based nonconventional energy plants	Decentralized household or community-based energy sources and renewable energy plants that cater to the energy needs of remote and isolated off-grid communities.	Biogas plants, bio-gasifiers, solar home systems for electrification and similar community-driven low-cost technical plants.
Community-managed small and micro enterprises	Household or community-run micro enterprises and are subject to loss of stocks and equipment during disaster events. These micro enterprises are likely to collapse in the local economic downturn following a disaster.	Handloom and cottage industries, potteries, fish processing plants, rice husking and agro-based plants etc.

³⁵ Post-disaster needs assessments guidelines: Volume B – Community Infrastructure (GF-DRR, World Bank, UNDP, EU, 2017).

UNDP is well placed to support resilient community infrastructure through its work with local government and CBOs/NGOs and experience with risk- and climate-proofing infrastructure developments, especially in post-crisis settings.



Associated UNDP support can include the following:

- **Ensure community-centred design** that emphasizes the importance of diverse perspectives and encourages solution seeking among multiple actors, including persons with disabilities.
- **Ensure design and implementation processes are technically sound** and address key risks and vulnerabilities.
- **Ensure that MEL is not a one-off activity** and address key risks and vulnerabilities.
- **Support the use and dissemination of downscaled risk information** for community infrastructure planning, design, construction and maintenance etc.
- **Support compliance with local and national codes and standards** as the minimum basis for the design, considering disaster risk reduction, gender and environmental aspects.
- **Support specialized training** for local engineers, masons, carpenters and other craftspeople on safe and disaster-resilient construction techniques and methods.
- **Explore existing local markets** for labour, building materials and local building customs that need to be risk-proofed.

A community infrastructure project in Fiji was supported by UNDP to integrate risk mitigation elements through prioritization, design, implementation and oversight (Box 3.12). This risk-informed road project has resulted in increased safety, improved access for farm produce and reduced income disruption (UNDP, 2019a).





Box 3.12 Enhanced income security through a risk-informed farm road in Nasolo Village, Fiji³⁶

Fiji regularly experiences heavy rainfall and flooding associated with tropical cyclones, and the agricultural economy can suffer severely. For example, damage from heavy rainfall to remote farm roads can disrupt market access for agricultural producers for extended periods of time, limiting cash incomes and affecting quality of life.

A risk-informed community development plan was created by Nasolo village, which prioritized improved access to the community's agricultural land. In response, the Commissioner Northern's Office committed funding under the Fiji Government's capital project grants to cut a new farm access road for the community. This new road enabled vehicle access to remote farmland for the first time, meaning that the community could plant thousands of *dalo* (taro), cassava and kava plants in response to the demand in the country's capital, Suva. Working together collectively instead of individually, the community was able to make contracts with wholesalers for the first time. The additional money raised from the crops was channelled into a village development fund that supports implementation of village priorities, such as women's honey production projects.

Despite experiencing the brunt of 500mm of rainfall from two cyclones over two weeks in April 2018, the farm road stood up to the ultimate test. The community was able to continue harvesting tons of produce for Suva markets with minimal disruption, while communities in other parts of Fiji were cut off from their farmlands and sources of income. The Commissioner Northern's Office is now incorporating risk into other public sector projects, such as government stations, health and evacuation centres.



Resources:

- » [UNDP Guidance Note: Community Infrastructure Works in Crisis Settings](#) (UNDP, 2023b)
- » [Post-disaster needs assessments guidelines: Volume B – Community Infrastructure](#) (GF-DRR, World Bank, UNDP and EU, 2017)
- » [Principles for Resilient Infrastructure](#) (UNDRR, 2022b)

Support resilient livelihoods-related interventions



Communities consider resilient livelihoods-related interventions a priority due to their economic importance. Hence, they provide an important entry point for CBRB. Supporting resilient livelihoods also requires a focus on their diversification, functional supply chains and access to markets. The availability of assets, as well as the institutional and policy frameworks that surround people's livelihoods, are some of the key factors when designing and implementing related interventions (UNDP, 2020a).

Building resilient livelihoods requires enhancing the capabilities of a diverse group of stakeholders to cope with complex risks (UNDP, 2020b). As a convener, UNDP is well placed to work across development sectors and bring actors together to enable multidisciplinary approaches to resilient livelihoods and value chain development. In this context, understanding and valuing traditional livelihood practices is necessary. Experience has further indicated that project-based interventions are not enough. In the

³⁶ Enhanced income security through a risk informed farm road, Nasolo Village, Fiji (UNDP, 2019a).

agriculture sector for instance, the most successful interventions benefit from enabling environments that support rural enterprise development and are accompanied by appropriate policy changes (UNDP, 2020b).



Associated UNDP support can include the following:

- **Apply risk information** for the use of livelihood-related interventions.
- **Foster resilient agricultural value-chain** development.
- **Support MSMEs to diversify business activities** or improve the resilience of activities, with a special emphasis on women entrepreneurs.
- **Promote agricultural/on-farm/fisheries-related income diversification** as well as efforts in other sectors (e.g. tourism).
- **Strengthen access to financial products** to promote risk-informed livelihoods.

UNDP can build on a vast body of experience supporting the design and implementation of resilient livelihood interventions that can be utilized for CBRB efforts. For example, in Yemen, UNDP conducted a multidimensional vulnerability index analysis of MSMEs to identify key drivers of risk (Table 3.2). It provided valuable insights for sector-specific risk management measures (UNDP, 2022d).



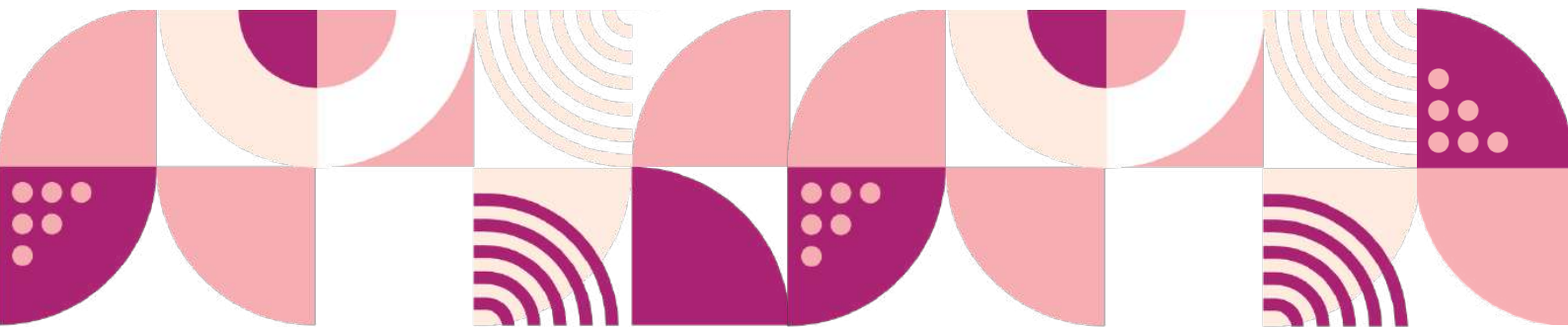
Table 3.2 Exposure to multidimensional vulnerability index risk areas by MSME sector³⁷

MSME Sector	MSMEs exposed, ranked from the highest to the lowest					
	1 (Most exposed)	2	3	4	5	6 (Least exposed)
Beekeeping	Price fluctuation	Market access	Supply chain (raw materials)	Environment (flash floods, drought etc.)	Conflict	Basic services
Fisheries	Environment (flash floods, drought etc.)	Price fluctuation	Supply chain (raw materials)	Market access	Conflict	Basic services
Food & food processing	Price fluctuation	Supply chain (raw materials)	Market access	Basic services	Conflict	Environment (flash floods, drought etc.)
Livestock & poultry	Price fluctuation	Market access	Supply chain (raw materials)	Basic services	Environment (flash floods, drought etc.)	Conflict
Textiles	Price fluctuation	Market access	Supply chain (raw materials)	Basic services	Environment (flash floods, drought etc.)	Conflict
Solar	Price fluctuation	Supply chain (raw materials)	Market access	Basic services	Environment (flash floods, drought etc.)	Conflict
Other (including pottery)	Price fluctuation	Market access	Supply chain (raw materials)	Basic services	Environment (flash floods, drought etc.)	Conflict

Foster ecosystem-based management

The conservation, rehabilitation and management of biodiversity and ecosystems increases resilience and has the potential to provide low-cost and long-term solutions to protect lives, livelihoods and infrastructure. Fostering ecosystem-based management in the framework of CBRB is therefore a powerful approach yielding multiple benefits. UNDP has longstanding experience in supporting countries in the field of conservation and targeted restoration of natural ecosystems and degraded landscapes, such as mangroves, wetlands and catchment forests. Integrating such initiatives into an overarching CBRB intervention is a good entry point.

³⁷ Multidimensional Vulnerability Index for MSMEs in Yemen: Longitudinal Assessment Baseline Report (UNDP, 2022d).





Associated UNDP support can include the following:

- **Strengthen risk management** to safeguard ecosystem services.
- **Support the restoration of coastal wetlands** to protect communities against storms/floods.
- **Encourage slope stabilization** through agroforestry and natural forest regeneration.
- **Halt or reverse land degradation and desertification** and promote sustainable productive landscapes at community level.
- **Catalyse finance** from diverse sources for ecosystem-based approaches.

For example, forestry and environmental conservation programmes that engage communities in reforestation activities demonstrate not only the protective role of forests but also offer benefits in the form of sustainable livelihoods. In Bhutan (Box 3.13), with financing from the GEF and backing from UNDP, the [Third National Adaptation Programme of Action Project](#) is building resilience. The partnership has reaped benefits for tens of thousands of Bhutanese, including in the most remote mountain communities.



Box 3.13 Climate resilience of forest, agricultural landscape and community livelihoods in Bhutan³⁸

In Bhutan, the Third National Adaptation Programme of Action Project is working to address the adverse impacts of climate change on rural livelihood security and poverty and the unintentional negative effects of sector-led development practices on the ecological integrity of biodiversity-rich forested landscapes. The long-term solution is to ensure effective, climate-resilient management of forest areas including biological corridors and adjoining protected areas; securing ecosystem services that underpin livelihoods and local and national development; and climate change adaptation. It primarily addresses the National Adaptation Programme of Action priority of community-based food security and climate resilience, and to a certain extent of climate-resilient and environmentally friendly road construction.

Support community early warning & preparedness



This Guidance Note aims to shift the focus beyond a traditional and more widespread community-based disaster preparedness approach towards tackling structural vulnerabilities and risk drivers. However, early warning and preparedness are key for preventing loss of life and reducing the economic impact of natural hazards in vulnerable communities, and such support remains an important contribution to resilience-building. It also provides a good starting point for pursuing more challenging risk reducing interventions, once a minimum level of safety and protection from hazard events has been achieved. Based on UNDPs long-term experience in early warning and preparedness, support in the context of CBRB could target key elements of effective ‘end-to-end’ and ‘people-centred’ early warning systems.

³⁸ Enhancing Sustainability and Resilience of Forest Landscape and Community Livelihoods (NAPA III) project (UNDP, 2017e).



Associated UNDP support can include the following:

- **Strengthen community risk knowledge** through systematic disaggregated data collection; community-level risk assessments that feature both scientific and local knowledge; downscaled climate information; and value chain development.
- **Support monitoring, analysis and forecasting** of the hazards and possible consequences in relation to the community concerned.
- **Strengthen community capacity** to manage and maintain hazard monitoring stations.
- **Disseminate and communicate accurate and actionable warnings** and associated information on disaster likelihood and impact.
- **Develop capacity of relevant community actors in hazard monitoring.**
- **Strengthen community preparedness** to take anticipatory/early action to respond to the warnings received.
- **Link local-level early warning systems with the wider system of early warning and preparedness.**

³⁹ Regaining old glories: Sierra Leone rebuilds its climate services from the ashes of war using new technologies to provide early warnings for vulnerable communities (UNDP, 2018d).

For instance, with support from UNDP Sierra Leone (Box 3.14) rebuilt its climate services from the ashes of war using new technologies to provide early warnings for vulnerable communities.

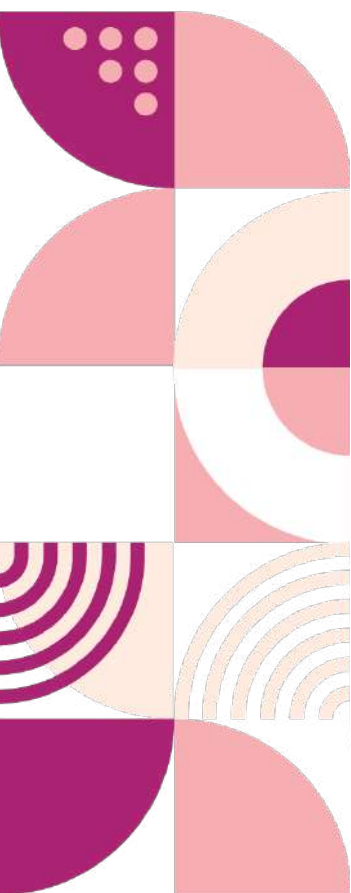


Box 3.14 Community-based early warning systems in Sierra Leone³⁹

During colonial times, Sierra Leone served as the headquarters of the British West African Meteorological Services. With independence, the Sierra Leone Meteorological Department was formed. It was one of the most advanced meteorological departments in West Africa, with cutting-edge capacity in weather data collection, analysis and service provision. There were meteorological stations all over the country. People knew what weather was coming their way, when to plant their crops and when to harvest, and decision makers had a long-standing meteorological record they could use to make smart long-term investments.

Lasting for over two decades, the Sierra Leone Civil War displaced some two million people and cost thousands of lives. It also left the country's weather monitoring and forecasting infrastructure in ruins: nearly every piece of monitoring equipment was destroyed or stolen during the war. Many of the most capable people that had worked at the Met Department lost their lives or were severely impacted by the conflict.

As the country continues the slow process of building strong institutions and improving governance, significant steps are being taken to restore the nation's once-great backbone of weather and water monitoring capabilities. With support from UNDP, community-based early warning systems have been established in 70 communities and around the nation's hydroelectric dams. The early warnings will provide increased weather intelligence as well as life-saving alerts for the people of Sierra Leone, particularly farmers whose lives and livelihoods have been upended by changing climate patterns that are putting age-old farming practices to the test.



**Resources:**

- » [The UNDP Preparedness Toolkit](#) (UNDP, 2024b)
- » [UNDRR Words into Action Guide: Enhancing Disaster Preparedness for Effective Response](#) (UNDRR, 2020b)
- » [UNDRR Words into Action Guide: Multi-Hazard Early Warning Systems](#) (UNDRR, 2023b)

Foster resilient community recovery

Well-planned recovery can provide an opportunity to transform the development trajectory and overcome even pre-existing development gaps and vulnerabilities. Supporting community recovery is not only beneficial in the direct aftermath of a crisis but can also catalyse long-term community resilience-building (UNDP, 2022e). UNDPs approach to recovery provides concrete entry points for UNDP to incorporate a risk-informed CBRB lens into recovery assessments and programming.



Associated UNDP support can include the following:

- **Enhance local government capacities** to assess, plan, implement and manage post-disaster recovery processes that promote community resilience-building.
- **Help establish sustainable institutional and financial arrangements** at community level for recovery.
- **Support community-level enabling policies** and adequate technical resources for CBRB.

**Box 3.15 Recovery and resilience in Nepal⁴⁰**

Following two devastating earthquakes in Nepal (April and May 2015), UNDP launched the Building Resilient Community through Livelihoods Recovery project in the districts of Dhading, Nuwakot and Rasuwa by applying the 'build back better' approach. The goal was to contribute to the sustainable recovery of the most vulnerable earthquake-hit households and develop safer and more resilient communities. It focused on three components: community infrastructure; livelihood intervention; and disaster risk reduction. The project applied risk-reduction measures, such as adherence to building codes, and supported communities to cope with future shocks through preparedness and enhanced response capacity. Critical community and productive infrastructures were rehabilitated (e.g. buildings, energy, irrigation systems, rural roads etc.) to promote local enterprise recovery. Livelihoods of vulnerable people were stabilized and restored. In addition, capacity-building training workshops were delivered to locals.

**Resources:**

- » [Guide to engaging local actors in disaster recovery frameworks](#) (GFDRR, the World Bank, UNDP and EU, International Recovery Platform, 2019)

⁴⁰ Completion Report: Building Resilient Community through Livelihood Recovery (UNDP, 2017d).

3.3.5 Leaving no one behind

Leaving no one behind and reaching out to the most vulnerable is a crucial requirement for building community resilience, so the following should be considered when designing and implementing CBRB interventions.

Encourage social cohesion and mediation through community action



Social cohesion reflects the quality of relationships between individuals and groups in a society (horizontal aspect) and between people and the institutions that serve them (vertical aspect). Social cohesion is strengthened through community action and builds community resilience (Patel and Gleason, 2017). The relationship is reciprocal: building resilience can reinforce social cohesion, which in turn helps to strengthen the ability to resist and recover from major shocks (SeeD et al., 2022). Supporting community-driven solutions and inclusive community action to enhance social cohesion and mediation has the potential to positively impact overall community resilience. Opportunities for UNDP may include supporting mediation-related community-based initiatives when developing the capacity of CBOs/NGOs.

For example, UNDPs [Social Cohesion Programme](#) in Iraq supports the Government's inclusive national strategy for social cohesion. This includes capacity development for youth groups, women's groups and CBOs; institutionalizing peace education in universities; working with media professionals on conflict-sensitive journalism; supporting public advocacy campaigns; and facilitating conflict analysis to inform policy and programming.



Box 3.16 Youth and Social Cohesion Project in Pakistan⁴¹

UNDP successfully implemented an integrated approach to its support for achieving the SDGs in Pakistan through a project in Khyber Pakhtunkhwa province. It strengthened the capacities of youth and women and enhanced social resilience for better disaster preparedness and, ultimately, to mitigate the impacts of disaster and conflict. Through research, community mobilization, capacity building and small-scale infrastructural support, the project encouraged sports, recreation and other social activities and enabled youth and women to learn about disaster risk reduction.

As part of its efforts to achieve risk-informed development in Pakistan, UNDP incorporated an extensive disaster risk reduction component that was translated to local contexts. The training modules were developed to create a cohort of people on the ground to take the lead in improving the safety and security of their own communities in the aftermath of disasters. Through such activities, youth from project villages enriched collective learning about the social constructions of risk and violence in their communities. Apart from improving their capacities to identify and manage risk, this knowledge instilled civic responsibility and an understanding of human rights among youth and strengthened their bonds with their communities. By participating in the training, women were empowered through new opportunities to engage beyond the domestic sphere and to contribute to the welfare of their communities. Finally, this initiative paved way for future research on the multifaceted relationship between DRR and social cohesion. It helped build community resilience against disasters and armed violence in some of the most volatile and neglected areas of Pakistan. Greater youth engagement in social activities and processes such as disaster risk reduction and peace building will create more room for innovative ideas to bring about wider changes in society.

⁴¹ UNDP Pakistan integrated approach to peacebuilding and disaster risk reduction (UNDP, 2016c).



Resources:

- » [UNDPs Guidance Note on Strengthening Social Cohesion: Conceptual Framing and Programming Implications](#) (UNDP, 2020b)

Strengthen social protection

Well-established and properly managed social protection systems deployed in the immediate aftermath of a shock (e.g., cash-for-work programmes, emergency cash transfers) can also reduce multidimensional vulnerabilities and build resilience (UNDP, 2022g). Adaptive social protection considers how social protection programmes, services and systems can flexibly respond to compound shocks. By taking preventive, preparedness and response actions, the resilience of households (particularly low-income ones) can be enhanced during a crisis (Beazley and Williams, 2021). Adaptive social protection programmes increasingly include economic inclusion activities designed to build long-term household resilience beyond the typical shock response; most commonly they are cash transfers combined with skills training, coaching, links to markets and access to financial services. By tackling inequalities, vulnerabilities, deprivations and exclusion, and advancing human rights, social protection can be a means to reach those left furthest behind (UNDP, 2022g). In turn, the empowerment and inclusion of marginalized groups contribute to resilience-building at community level (ibid.).



Associated UNDP support can include the following:

- **Support the development/implementation of community-based social protection systems that are shock-responsive**, risk-informed, inclusive and gender-responsive to build resilience of vulnerable and excluded groups. All programmes should consider local realities such as communities' access to basic services that could benefit from social protection services.
- **Address multidimensional vulnerabilities and risks** by mapping them in community development processes.



In Yemen (Box 3.17), the [Social Protection for Community Resilience Project](#), with support from UNDP, enhanced the purchasing capacity of vulnerable communities while restoring community infrastructure. This improved access to key services and built up the capacity of communities and local authorities.



Box 3.17 Social Protection for Community Resilience Project in Yemen⁴²

The Social Protection for Community Resilience Project (July 2017–March 2021) was implemented by UNDP in partnership with [The Social Fund for Development](#). It aimed to strengthen the community resilience in 12 of Yemen's most vulnerable governorates. Regarding cash-for-work, the project delivered the following:

- 11,410 direct cash-for-work beneficiaries and 37,589 indirect beneficiaries
- 38,897 square metres of paved roads
- 9.75 kilometres of improved feeder roads
- 8,288 cubic meters of constructed water reservoirs
- 371 hectares of reclaimed agricultural lands
- 1,131 people gained access to mobile banking

In addition, the project involved healthcare facility rehabilitation, promoting community-based support and capacity building. The project led to the establishment/reactivation of 230 Village Cooperative Councils and supported each of them to develop their own Community Resilience Plan. It also implemented 789 self-help community initiatives and financed 256 community initiatives.



Resources:

- » [UNDPs Social Protection Offer 2.0](#) (UNDP, 2022g)

Foster financial inclusion

Financial inclusion plays a vital role in building resilience. Insurance, savings, credit and digital payment products have all been found to increase resilience, often in response to small-scale shocks. There is growing evidence that these financial services lead to households investing more in risk preparation. Resilient households can adopt risk-reducing measures that help mitigate the catastrophic consequences of shocks; prepare for future economic shocks; and adjust consumption without resorting to costly coping strategies, such as taking on unsustainable levels of debt or selling productive assets. Addressing the needs of vulnerable groups can empower them to build more resilient communities. Neglecting them could increase social tensions and the impacts of disasters, which can threaten financial stability and hamper a just transition to a resilient and sustainable economy (Volz et al., 2020).

⁴² Fast Fact Sheet: Social Protection and Community Resilience Project (UNDP, 2021d).





Associated UNDP support can include the following:

- **Support microfinance policy and institutions** that provide access to affordable finances for resilience-building measures to women and poor and low-income households at local/community level.
- **Foster microinsurance products** that provide access to post-disaster liquidity, facilitating speedier recovery of communities.
- **Support policy and regulatory initiatives** that help communities gain access to financial services and financial education.
- **Integrate risk modelling, scenarios and related options into local government decision-making on financing.**

In the Pacific (Box 3.18), a new insurance product has been piloted to improve resilience against climate change and support disaster risk management.



Box 3.18 Climate risk parametric micro-insurance in the Pacific⁴³

Pacific Island communities will soon have access to a new, innovative tool in efforts to combat climate change: the region's first climate risk parametric micro-insurance product. It was launched by the Pacific Insurance and Climate Adaptation Programme, led by the UN Capital Development Fund, and is jointly administered by UNDP and the United Nations University Institute for Environment and Human Security.

The product aims to provide immediate financial relief to vulnerable communities, including farmers, fishers and small businesses, following a tropical cyclone. The parametric product will be an additional resource to cushion the financial impact of climate disaster and help communities on the frontlines build back faster.

The product covers cyclones and floods, with a maximum coverage of FJ\$1,000, which will be paid out within 14-21 days following a tropical cyclone. The premium is set at \$FJ100 per annum and exempt from Fiji's 9 percent value-added tax. The product aims to initially cover 500 small holder farmers, fishers and market vendors, with more than 400 already registered. It will then be scaled up to reach 1,000 people before the start of Fiji's cyclone season, and eventually expanded to cover other sectors, as well as the rest of the region starting with Vanuatu.



Resources:

- » [Community-Based Micro-Financing and Small Enterprises \(UNDP, 2021i\)](#)

Conflict prevention and peacebuilding



Social tension, violence and conflict can intersect with disasters, climate change-related or other impacts. In these contexts, communities may require dedicated support for strengthening community-based conflict prevention and peacebuilding to be linked to other community-based resilience-building efforts (United Nations, 2020).

⁴³ New insurance product to aid fight against climate change in the Pacific (UNDP, 2021i).

A comprehensive resilience approach can help sustain peace by preventing the outbreak, continuation, escalation and recurrence of violent conflict as well as address the root causes and drivers of conflict. While implementing a fully-fledged CBRB programme during ongoing conflicts and protracted crisis situations might be challenging, the principles of resilience-building (see Chapter 2.1) can be applied during all stages of conflict, including preventing the outbreak of violence.

Building community resilience to sustain peaceful development pathways is one of the objectives of UNDPs prevention and peacebuilding ambitions (UNDP, 2021h). Resilient communities not only bridge divides but also act as strongholds during crises, fostering collective responses to complex development challenges including climate security. Promoting conflict prevention and peacebuilding mechanisms may in turn strengthen key resilience capacities (see Chapter 2.2.4) of communities when faced with other types of shocks. This can bolster the self-reliance of communities exposed to recurring or compound disasters (e.g. epidemics, extreme weather events) and strengthen institutions to make them more resilient and break the cycle of crisis and recovery.



Associated UNDP support can include the following:

- **Integrate a multidimensional and systemic risk lens into community frameworks** to address the root causes of violence, conflict and other risks.
- **Support community mechanisms that foster dialogue, consensus building and collaboration** among key community stakeholders (such as with CBOs/CSOs, local government, linking to national government) to manage tensions and disputes and promote social cohesion.
- **Strengthen the capacity of local CSOs and institutions in conflict prevention and peacebuilding**, for example through local governance for peace and sustainable local peace infrastructures.
- **Foster integrated CBRB interventions** (e.g. peacebuilding and livelihood support) that address the interrelation between conflict and other types of risks (e.g. natural hazards).



In Iraq (Box 3.19), UNDP is fostering an integrated and multipronged approach to promote stronger, peaceful and more cohesive communities.



Box 3.19 Integrated approach in Iraq⁴⁴

In Iraq, the population has suffered for years from war and conflict, in addition to political, social and economic crises. Recent challenges, including those stemming from the COVID-19 pandemic and the visible effects of climate change, threaten an already fragile social fabric. This situation has led to displacement and fuelled clashes over scarce resources, leaving vulnerable communities with precarious livelihood opportunities and exposed to violent extremism. Against this backdrop, UNDP is implementing a comprehensive programme that includes:

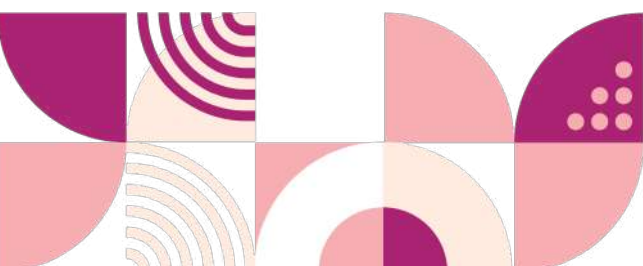
- supporting vulnerable community members through socio-economic, mental health and psycho-social interventions to improve their individual resiliency to violent extremism;
- strengthening the capacity of over 450 CBOs in the governorates of Anbar, Diyala, Kirkuk, Ninewa and Salah al-Din on how to build social cohesion and prevent violent extremism networks; providing 91 organizations with small grants for peacebuilding initiatives; and working with local authorities and over 2,000 community police, local officials and local community leaders in Kirkuk and Ninewa alone;
- supporting 28 Local Peace and Dialogue Committees in the above governorates to engage local authorities and community leaders in peacebuilding and community reintegration initiatives; and
- engaging a network of 200 Youth and Women for Peace groups, which have led the design and implementation of over 75 community peacebuilding initiatives since 2020 tailored to the specific needs of community members.



Resources:

- » [UN Community Engagement Guidelines on Peacebuilding and Sustaining Peace](#) (UNDPPA, 2020)
- » [Good Practice Note on Conflict Sensitivity, Peacebuilding, and Sustaining Peace](#) (UNSDG, 2022)
- » [Local approaches to conflict prevention in the Arab States region](#) (UNDP, 2023g)
- » [Strengthening Social Cohesion: Conceptual Framing and Programming Implications](#) (UNDP, 2020b)
- » [UNDP Prevention of Violent Extremism](#) (UNDP, n.d.)

⁴⁴ Sustainable peace in Iraq: An integrated approach to social cohesion (UNDP, 2023f).





4.

CHECKLIST FOR UNDP PROGRAMMING

The following section presents a summary checklist that UNDP practitioners may consider when designing and implementing CBRB programmes. This checklist is a condensed version of the comprehensive set of CBRB principles, approach and design considerations outlined in Chapters 2 and 3.



Implement and monitor adherence to the principles of community-based resilience-building:

- Leave no one behind and focus on the most vulnerable and at-risk populations
- Ensure equality, non-discrimination and a human rights-based approach
- Be accountable for pursuing inclusive partnerships
- Do No Harm
- Engage and commit over the long term with a flexible yet strategic approach
- Pursue context-specific and tailor-made approaches
- Act early to prevent
- Build on local and national capacities for ownership and leadership



Assess multidimensional risk and context at the local/community level—an essential requirement to inform programme design for CBRB interventions:

- Use the area-based approach to determine the scope of the analysis
- Conduct comprehensive risk and context analyses
- Combine scientific research with local knowledge and information
- Prioritize risks in CBRB programming



Ensure that CBRB efforts are risk-informed and based on local risk data and analysis. Embrace the full gamut of risks in each community context, as well as the broader environment of disasters, climate change, conflicts, epidemics etc.



Apply a systems approach and understanding of how systems at the local and community level are interrelated at different scales and affected by risk. Focusing the risk analysis on the existing and known patterns of exposure and vulnerability will offer opportunities to address the socially constructed risk drivers. Make sure the assessment integrates the community's risk perception and knowledge.



Pursue a multi-stakeholder and gender-responsive approach to CBRB efforts through a thorough understanding of the stakeholder mix and the population groups most at risk of being left behind at community level, and the systemic involvement of all relevant actors into CBRB efforts in an inclusive manner.



Pursue CBRB programme outcomes that will build and strengthen resilience capacities at community level through:

- Absorptive capacity, e.g. improving the resilience of critical infrastructure systems
- Anticipative capacity, e.g. supporting multi-hazard community early warning systems
- Adaptive capacity, e.g. promoting resilient community livelihood strategies
- Preventive capacity, e.g. fostering ecosystem-based approaches
- Transformative capacity, e.g. policy support to incorporate resilience and systemic risks



Apply an area-based approach in CBRB programming, which takes a geographic area as the primary entry point for support rather than a particular sector or target group. This can help address systemic risk, notably by understanding area-specific vulnerabilities, capacities and system interactions.



Encourage resilience-building interventions that support scaled-up and institutionalized CBRB for sustainable results by:

- Strengthening the enabling environment for CBRB
- Integrating CBRB in local development planning and budgeting through a mix of mutually reinforcing and complementary measures
- Supporting CBRB-related capacity development of relevant community stakeholders, including local government and CBOs/CSOs
- Fostering multi-stakeholder partnerships/coordination for CBRB
- Increasing resources and financing for CBRB
- Enhancing participatory monitoring, evaluation of and learning from CBRB interventions that allow for effective measuring of impacts based on adequate resilience-related indicators



Explore the possibility of incorporating CBRB into sectoral and thematic interventions as part of a comprehensive, integrated and holistic resilience-building effort at community level:

- Support resilient community infrastructure, especially critical and small-scale infrastructure, at community level (e.g. energy supply, transport, healthcare facilities, water etc.)
- Support resilient livelihood interventions, including by considering the available assets and vulnerability context as well as the institutional and policy frameworks that surround people's livelihoods
- Foster ecosystem-based management that provides co-benefits (e.g. in the areas of resilient livelihoods, critical infrastructure etc.)
- Support community early warning and preparedness
- Assist community recovery that is not only beneficial in the aftermath of a crisis but could also catalyse long-term community resilience-building



**Implement measures to leave no one behind in the framework of CBRB interventions:**

- Encourage social cohesion and mediation through community action
- Strengthen social protection by risk-informing social protection programmes and improving their shock-responsiveness
- Enhance financial inclusion (e.g. support policy and regulatory initiatives that help gain access to financial services and financial education for communities)

**Pursue community-based conflict prevention and peacebuilding measures:**

- Integrate a multidimensional and systemic risk lens into community frameworks to address the root causes of violence, conflict and other risks
- Support community mechanisms that foster dialogue, consensus building and collaboration among key community stakeholders (such as CSOs/CBOs, local government, linking to national government) to manage tensions and disputes and promote social cohesion
- Strengthen the capacity of local CSOs and institutions in conflict prevention and peacebuilding, for example through local governance for peace and sustainable local peace infrastructures
- Foster integrated CBRB interventions (e.g. peacebuilding and livelihood support) that address the interrelation between risks related to conflict and other types of risks (e.g. natural hazards)



5.

CONCLUSION

The increasing complexity and number of interactions among human, economic and political systems in a changing climate manifests as more risks for more people. Advancing an integrated approach to CBRB is needed to manage this systemic risk and its impacts at the community level. This requires multidimensional risk analysis and coordinated, long-term resilience building interventions by all stakeholders and sectors while ensuring that no one—especially the poor, the vulnerable, the marginalized and disadvantaged—is left behind. But to fully realize the vision of a resilient community means local and national governments working together, as well as with CBOs and CSOs, the private sector, technical institutions, UN agencies and development partners. Most importantly, the voices and concerns of community members need to be listened to and given the opportunity to drive action.

UNDP has been working on the different elements of CBRB, including governance, disaster risk reduction, climate change adaptation, livelihoods, environment, gender and peacebuilding and stabilization. But it is important to join these puzzle pieces together and approach community-based resilience-building in a strategic and much more integrated manner. Our first experiences have resulted in promising achievements.

While the comprehensive CBRB approach is still in its early stages, we look forward to proactively engaging with practitioners and encourage them to share their experiences of using this Guidance Note. This will provide valuable learning opportunities, and their insights will further enrich the approach. Additional knowledge products in support of CBRB, such as context specific operational guides, tools and training packages, may be developed to boost the uptake of this new way of working across UNDP.



ANNEX I: LIST OF EXPERTS CONSULTED

Name	Organization	Country	Position	Date of interview
Ali, Walid	UNDP	Jordan	Regional Climate Change Specialist	20 Jan 2022
Bentfeld, Mareike	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH (GIZ)	Germany	Advisor, Global Initiative on Disaster Risk Management	19 Apr 2022
Delaisainiai, Aminisitai	UNDP	Fiji	Risk Informed Development Financing Specialist, Pacific Office	3 Feb 2022
Eby, Merran	UNDP	Viet Nam	Climate Resilience & Environmental Management Officer	22 Feb 2022
Fernandez Castro, Jeannette	UNDP	Panama	Disaster Risk Reduction and Recovery Team Leader, Regional Hub Panama, DRT/CB	21 Jan 2022
Giardina, Daniela	Oxfam America	United States	Disaster Risk Reduction and Resilience Senior Manager	22 Apr 2022
Glendining, Nicola	UNDP	Fiji	Regional Climate & DRR Adviser, Pacific Office	3 Feb 2022
Hossain, Tanjir	ActionAid International	Bangladesh	Global Resilience Advisor	18 May 2022
Insisiengmay, Thanong-deth	Independent	Lao PDR	Risk Management Consultant	28 Apr 2022
Issa, Sawsan	ActionAid International	Jordan	Regional Humanitarian Advisor, Arab Region	18 May 2022
Issar, Rajeev	UNDP	Switzerland	Disaster Risk Reduction Policy Specialist, Geneva, DRT/CB	Jan-Mar 2022
Jackson, Ronald	UNDP	Switzerland	Head, Disaster Risk Reduction and Recovery for Building Resilience Team, Geneva, DRT/CB	19 Jan 2022
Jiwanji, Moortaza	UNDP	Kenya	Technical Advisor, Nairobi Resilience Hub, DRT/CB	27 Jan 2022
Kim, Stanislav	UNDP	Turkey	Team Leader, Climate Change and Disaster Resilience, Istanbul Regional Hub, DRT/CB	12 Jan 2022
Kumar, Amit	Agha Khan Agency for Habitat	India	Coordinator, Safe & Resilient Infrastructure	1 Mar 2022
Kumar, Arvind	UNDP	Yemen	Project Manager	18 Feb 2022
Kurauchi, Yuko	UNDP	Kenya	Policy Specialist	19 Jan 2022
Larroquette, Benjamin	UNDP	France	Technical Specialist, GEF/HQ	18 Jan 2022
Mishra, Abha	UNDP	India	Head of the Sub-office, Orissa	15 Feb 2022
Missal, Rita	UNDP	Kenya	Global Recovery Team Lead, Nairobi, DRT/CB	20 Jan 2022
Murugesan, Jaiganesh	UNDP	Myanmar	Disaster Risk Reduction and Recovery Specialist	25 Feb 2022
Panday, Jwala	World Bank	Nepal	Consultant	28 Apr 2022
Pelter, Zoe	UNDP	USA	Policy Specialist, Local Governance, CB/HQ	23 Feb 2022
Perwaiz, Aslam	ADPC	Thailand	Deputy Executive Director	22 Feb 2022
Pillay, Anusanthee	ActionAid International	South Africa	Global Women's Protection Advisor	18 May 2022
Planitz, Angelika	UNDP	Switzerland	Team Leader, Disaster Risk Reduction, Geneva, DRT/CB	Jan-Mar 2022
Rafisura, Kareff	UNDP	Myanmar	Project Manager & CTA	25 Feb 2022
Rahmawati, Hepi	GNDR	Indonesia	Regional Coordinator	19 May 2022

Ramos Jegillos, Sanny	UNDP	Thailand	Asia Pacific Regional Practice Coordinator, Disasters, Bangkok Regional Hub, DRT/CB	17 Feb 2022
Remple, Nick	UNDP	USA	Global Technical Advisor, Communities, Livelihoods and Markets, GEF	27 Jan 2022
Salveni, Diana	UNDP	USA	Global Coordinator and Technical Advisor, GEF	27 Jan 2022
Seint Seint Aye, Khin	Independent	Myanmar	Researcher	25 Feb 2022
Sharifov, Khusrav	UNDP	Viet Nam	Technical Specialist, Disaster Risk Reduction	22 Feb 2022
Siregar, Ida	UNDP	Myanmar	Finance Specialist	2 Mar 2022
Theckethil, Reshmi	UNDP	Senegal	Resilience Project Manager	18 Feb 2022
Ul-Islam, Tarik	UNDP	Somalia	Chief Technical Specialist	4 Feb 2022
Vora, Shuchi	Global Resilience Partnership	India	Resilience Knowledge Coalition Lead	22 Apr 2022
Yermo, Francisco	ActionAid International	France	Emergencies, Resilience and Food Security Advocacy Manager	18 May 2022

ANNEX II: GLOSSARY OF KEY TERMS

Terms	Definition
Capacity	The ability of individuals, institutions and societies to perform functions, solve problems and set and achieve objectives in a sustainable manner (UNDP, 2010).
Community	Often a geographical subset of society at the local level, a 'community' can be defined by commonalities such as, but not limited to, norms, religion, shared interests, customs, values, risks and needs of civilians. A community is not static or closed, but constantly evolving subject to internal and external construction and reconstruction (adapted from UNDP, 2020).
Disaster	A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts. The effect of the disaster can be immediate and localized but is often widespread and could last for a long period of time. The effect may test or exceed the capacity of a community or society to cope using its own resources, and therefore may require assistance from external sources, which could include neighbouring jurisdictions, or those at the national or international levels (United Nations GA, 2017).
Hazard	A process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation (United Nations GA, 2017).
Local government	The governing institution that has been given statutory authority over a subnational, territorially defined area, be it rural or urban or a combination of the two (UNDP, 2016b).
Portfolio-based approach	A methodology that seeks to develop, test, learn and scale (as appropriate) a suite of interventions that are complementary and can shift complex systems by focusing on multiple intervention points at a given time (UNDP, 2022i).
Resilience	The ability of individuals, households, communities, cities, institutions, systems and societies to prevent, resist, absorb, adapt, respond and recover positively, efficiently and effectively when faced with a wide range of risks, while maintaining an acceptable level of functioning and without compromising long-term prospects for sustainable development, peace and security, human rights and well-being for all (United Nations CEB, 2017). Key elements of resilience-building include: (i) understanding of multidimensional risks and context; (ii) involving multiple stakeholders; (iii) focusing on interconnected systems; and (iv) building resilience capacities (United Nations, 2020).
Risk	The consequence of the interaction between a threat and the characteristics that make people and places vulnerable and exposed to that threat (UNDRR, 2015).
Risk governance	The way in which the public authorities, civil servants, media, the private sector and civil society coordinate at community, national and regional levels to manage and reduce risks. This means ensuring that sufficient levels of capacity and resources are made available to prevent, prepare for, manage and recover from disasters and shocks. It also entails mechanisms and processes for citizens to articulate their interests and exercise their legal rights and obligations (adapted from UNDP, 2013). Risk governance applies the principles of good governance to the identification, assessment, management and communication of risks (Planitz, 2015; IRGC, 2017).
Risk management	Taking coordinated activities to direct and control an organization regarding risk (ISO 31000:2018). Effective risk management allows an organization or individual to increase the likelihood of achieving their goals/objectives by enabling them to identify potential future events that may affect the achievements of their targets, and where possible put in place measures to reduce their impact (UNDP, 2016b).
Shocks	External short-term deviations from long-term trends that have substantial negative effects on people's current state of well-being, level of assets, livelihoods, safety or their ability to withstand future shocks (Zselezky and Yosef, 2014).
Systemic risk	The potential loss related to the breakdown of systems functionality with the likelihood of ripple effects on other systems and sectors; cascading and transboundary effects within and between systems (geographic, sectoral, political), characterized by high complexity, interconnectivity, random impacts and non-linearity with tipping points or areas (adapted from Renn et al., 2020).
Transformational change	The process whereby positive development results are achieved and sustained over time by institutionalizing policies, programmes and projects within national strategies. Positive development results are real and sustained improvements in the lives of people, households and communities (UNDP, 2011).
Vulnerability	The conditions determined by physical, social, economic and environmental factors or processes that increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards (United Nations GA, 2017).

ANNEX III: ADDITIONAL CASE STUDIES

This section presents additional case studies to inform community-based resilience-building efforts. While highlighting successful examples, they may not yet embody a fully comprehensive resilience-building approach. The list of case studies is only illustrative and not exhaustive. Featured case studies were collected in consultation with UNDP County Offices or were retrieved from publicly available UNDP online resources.

Intermunicipal cooperation for disaster resilience, North Macedonia: As an integral component of the post-COVID-19 recovery initiatives, UNDP collaborated with two pairs of neighbouring municipalities—Kriva Palanka and Rankovce, and Valandovo and Dojran—to incorporate disaster risk reduction into their local development planning frameworks. This collaborative effort resulted in the development of two inter-municipal strategies for disaster risk reduction, accompanied by action plans spanning the period 2023 to 2027. The strategies fostered comprehensive risk-informed local development by seamlessly integrating risk reduction considerations into various local sectors, strategies, and plans. This ultimately enhanced cooperation and coordination among the municipalities, transforming them from first responders to first preventers. *Source: UNDP North Macedonia.*

Integrated risk management for river basins, Serbia: In Serbia, UNDP supported the establishment of a unique risk-reduction based cooperation model for river basins. This enabled a coordinated effort to formulate joint strategies, plan for emergency management and strengthen disaster resilience. Together with the Ministry of Interior, Sector for Emergency Management, Ministry of Public Investments, and the Standing Conference of Towns and Municipalities (national association of local governments), UNDP supported the development of five Cooperation Protocols on DRR encompassing more than 60 towns and municipalities for the following river basins: West Morava, Kolubara, Great Morava, Upper Danube–Banat Watercourses and Drina. UNDP also facilitated the development of two Inter-Municipal Cooperation Agreements in the West Morava and Drina River basins. *Source: UNDP Serbia.*

Early Warning Systems and Monitoring Centre, Serbia: In 2014, Serbia faced one of its most devastating flood events in recent history. Heavy rainfall, combined with the overflow of several rivers, resulted in widespread and severe flooding across the country. Tens of thousands of people were forced to evacuate their homes, and the damage to infrastructure and agriculture was extensive. The government declared a state of emergency, and international assistance was sought to manage the crisis. This event highlighted the urgent need for improved flood management and prevention measures to safeguard the country against future inundations.

UNDP supported the City of Belgrade to implement an early warning system on its territory, which consists of 60 rain gauges monitored by climatological and hydrological stations positioned alongside flood-prone rivers. The first scheme of its kind in Serbia, the data are used to create life-saving alerts across 316 alarm stations located throughout the city. The system will be instrumental in reducing the risks associated with floods, as well as earthquakes, severe weather events and other emergencies. It will ensure the safety and well-being of the city's 1.5 million residents, enabling rapid responses and the implementation of proactive disaster preparedness measures.

Flash floods lead to the most deaths and devastation in Serbia among sudden-onset disasters. During the last 10 years (except for 2012), Serbia saw emergencies on second-order water streams (under the jurisdiction of local governments) every year. The 2014 disaster resulted in €1.5 billion in damages and losses. To support local governments to effectively respond to flooding, UNDP Serbia developed a methodology for *Floods Forecasting and Early Warning Systems in the Drina River Basin*, focusing on physical parameters and user-friendly IT systems. This pioneering study serves as guidance for 11 local administrations of the Drina River Basin to reliably monitor serious floods, safeguarding the lives and property of more than 300,000 citizens. *Source: UNDP Serbia.*

Digital Climate Atlas, Serbia: To enable climate-proof planning in priority sectors (including infrastructure, agriculture, forestry, energy, water, health etc.) UNDP has developed a [Digital Climate Atlas](#). It is a tool that helps national and local self-governments and institutions plan CCA measures using the best available climate information. The Digital Climate Atlas contains climate datasets, including past observations and climate projections for the whole country, as well as at the subnational and local level. All data is publicly available and can be used for vulnerability and risk assessments, as well as for identification of adaptation options. Vulnerability assessments developed with support from the Digital Climate Atlas contribute to disaster risk reduction programming and the reduction of losses and damages at the local and the national level. The information is based on data provided by the World Climate Research Programme initiative [CORDEX](#); the Copernicus Climate Change Service, which provides climate monitoring products for Europe based on surface in-situ observations by National Meteorological Services (in the case of Serbia: Republican Hydrometeorological Service); and the Republic of Serbia's geospatial information system. The Digital Climate Atlas has been developed under the National Adaptation Plan project in cooperation with the Faculty of Physics, Belgrade University. *Source: UNDP Serbia.*

Community resilience, South Sudan: UNDP and its partners are actively engaged in supporting South Sudan's efforts and capacity to manage risk, strengthen recovery and build resilience in the cities of Aweil, Bentiu and Yambio. Only by investing in sustainable solutions is it possible to preserve areas of opportunity for high impact joint actions on resilience; address the unprecedented displacement of people; and mitigate the impact of conflict, climatic shocks and macroeconomic instability. This support covers both short-term shocks, such as drought, food insecurity and economic dislocation, as well as longer-term systemic crises such as a catastrophic environmental crisis or conflict. UNDP has a lot of experience helping to mitigate the complex root causes of fragility, political crisis and conflict in Liberia, North East Nigeria, and Syria. Through this work, it has identified that resilience-based development approaches help to restore a robust social contract between state and society and build the resilience of communities. These approaches transform local institutions, secure sustainable livelihoods and act as a foundation for durable peace and sustainable development. UNDPs focus is on helping communities to advance integrated recovery and resilience to address food security, reduce vulnerability and build resilience against multiple shocks through a four-pronged approach: nurturing partnerships for resilience and development; restoring livelihood and productive capacities; sustaining peace and rebuilding local institutions; and re-establishing access to basic services. *Source: UNDP South Sudan.*⁴⁵

Preventing climate-induced conflicts through empowered women's leadership, Papua New Guinea: The Preventing Climate-Induced Conflicts Through Empowered Women Leadership project supports women leaders to be conflict-sensitive community resilience activists through training, sharing best practices, strengthening inclusive peacebuilder networks and advancing gender equality. Jointly implemented by UNDP and the International Organization for Migration, it targets communities at risk of heightened climatic variability with physical and social consequences. It uses empowered women's leadership to support community resilience in confronting climate shocks while reducing the risk of climate-induced conflicts through the development of Community Peace for Development Plans and implementing priority actions. The project also addresses knowledge gaps within the climate-gender-conflict nexus by developing local and provincial frameworks through gender analyses and assessments, as well as climate and gender-sensitive peace and security strategies. *Source: UNDP Papua New Guinea.*⁴⁶

⁴⁵ South Sudan. Community Resilience (UNDP, n.d.).

⁴⁶ Preventing climate-induced conflicts through empowered women leadership (UNDP, n.d.).

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One United Nations Plaza,
NEW YORK, NY10017, USA

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