PROTECTION AND ASSISTANCE FOR MIGRANTS VULNERABLE TO VIOLENCE, EXPLOITATION AND ABUSE: COMMUNITY PROGRAMMING

PART 4

CONTENT

INTRODUCTION

Part 4 of this Handbook focuses on the determinants of migrant vulnerability at the community level and on appropriate programmatic responses for mitigating and addressing vulnerability factors at this level. It provides a general introduction to the concept of community, and to the role of communities in contributing to vulnerability or resilience. It outlines programming principles that should guide the development and implementation of community programmes, and describes various forms of programming for addressing community-level vulnerability factors. Specific topics include: building local governance capacities; community development; addressing community-level instability and fragility; addressing attitudes, norms and beliefs; and addressing harmful practices.

The guidance provided in Part 4 is intended mainly for local and national governments, community leaders and development actors.
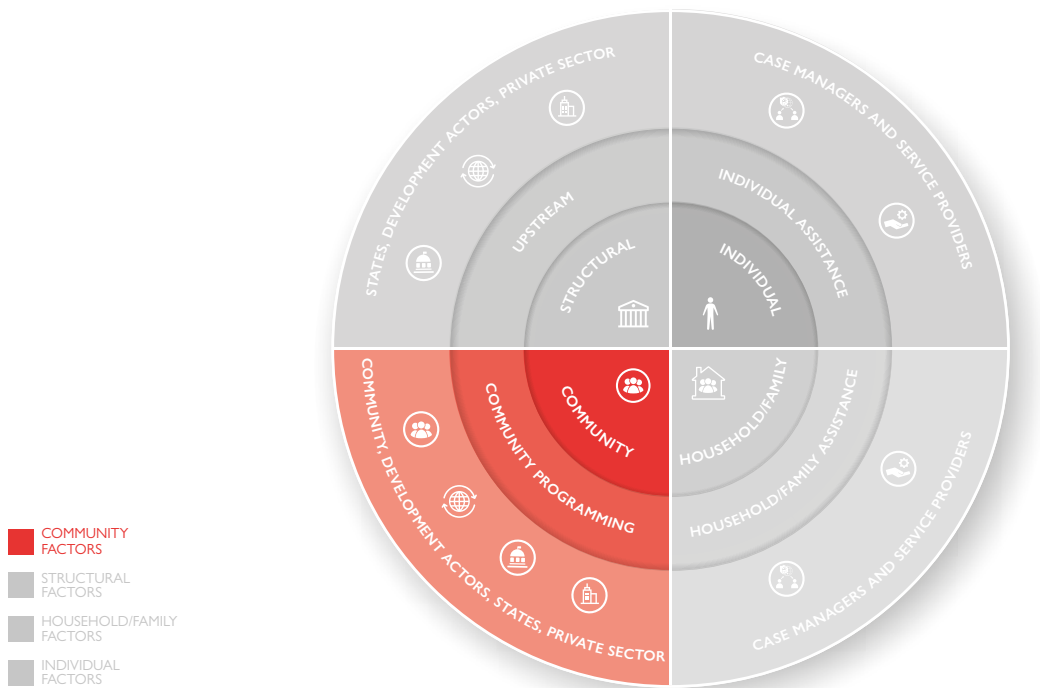

COMMUNITY FACTORS

STRUCTURAL FACTORS

HOUSEHOLD/FAMILY FACTORS

INDIVIDUAL FACTORS

Figure 4.1

Programmatic responses and relevant actors at the community level

4.1 COMMUNITY-LEVEL DETERMINANTS OF MIGRANT VULNERABILITY

Understanding the concept of community

There are two main approaches to the concept of community: one which focuses on the shared interests or identity of individuals, regardless of physical proximity, and a second which focuses on geographic locations, usually with an element of social interaction and/or common ties.[1] This Handbook follows the second approach, and defines community as "a number of persons within a specific geographical territory who regularly interact with one another, access common resources and institutions, and who tend to share common experiences, culture, values, beliefs and attitudes."

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1   http://motu-www.motu.org.nz/wpapers/05_09.pdf.

Within this conceptualization then, communities share one or more of the following, in addition to sharing a common location:[2]

- **Common experiences**: Shared experiences, such as experiencing a natural disaster, can lead to the creation of bonds between people.
- **Beliefs, values and attitudes**: Different groups of people hold different views on what comprises community. For example, some groups may place more importance on family and "blood ties," while others may be more concerned with shared religious, cultural or civic beliefs.
- **Access to common resources and institutions**: People who share resources and institutions, such as community centres, markets and schools, will have regular and repeated interactions with each other.
- **Bonds and common ties**: These refer to the actions and beliefs that help create a "we" identity, such as shared experiences, growing up together, going to school together and participating in community life.
- **Interdependence**: This refers to the idea that community members are part of a network, where the actions taken by one member can influence others (for example, reckless driving) and where members can rely on the support of others when necessary (for example, responding to a fire).

Different communities reflect different combinations – and varying degrees of intensity – of these characteristics. For example, in some communities there may be only one school and one market, and all members may practice the same religion. In such a situation, interactions between individual members of the community are likely to be more intense, and values and beliefs are perhaps more likely to be similar. Communities with shared experiences, such as regular flooding, and high levels of engagement in community projects, such as construction of dams and levees, may feel strongly bonded and have a strong sense of "being in it together," even if some of them believe the floods are a consequence of climate change and environmental degradation and others do not.

Inherent in the concept of community is the issue of boundaries; that is, who falls inside or outside of a community. There is no universal method of delimiting geographic communities, and the way in which boundaries are established may depend on the reason for establishing them. For example, an effort to improve lake management may require the involvement of all people who live around and use this natural resource. These people would have a shared interest in the lake's management. While people living around a lake all share a common location, they could be grouped into different towns. Each of those towns could be considered its own community, perhaps with its own unique interests in the lake: for example, as a source of employment in fisheries, as a source of recreation, or as a source of income through tourism. Communities are often delimited for administrative purposes, such as electoral districts, school districts, and/or for political administration.

In a migration context, community of origin refers to a migrant's place of habitual residence. Transit community refers to a geographical location through which migrants pass en route to their intended destination. The term host community refers to the non-migrant population of a geographic location where migrants are present, regardless of whether the migrant population is in transit (such as along a migration route), is there temporarily (such as in the case of a temporary labour migration scheme) or intends to settle there longer-term (such as in the case of immigration).

Determinants of migrant vulnerability at the community level

Individuals and their households/families are situated within a broader physical and social community context. They are affected by their community's economic, cultural and social structures, and their positions within these structures. Communities with strong social networks and access to resources can provide support and protection to individuals and families, whereas communities without such networks and resources can create risk factors for individuals and families. Some community factors may affect groups within the community differently, making some groups more vulnerable and others less so. For example, social networks that provide support to some groups but exclude others work to protect some and increase risk for others. Some risk and protective factors can apply to all members of a community, making the community as a whole more or less vulnerable. All members of a community are rights holders, and the extent to which their rights are respected will affect how community factors impact vulnerability or resilience.

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2   This section is based on http://motu-www.motu.org.nz/wpapers/05_09.pdf.

Examples of community factors include availability of quality educational opportunities, health care and social services; equitable access to resources; livelihood and income-generating opportunities; the natural environment; and social norms and behaviours.

All communities will have a combination of risk and protective factors. Community risk factors include practices such as forced marriage, exclusion of some members of the community from the full benefit of community resources, or the presence of natural hazards such as landslides or flooding. Protective community factors include a good education system accessible to all, sufficient access to quality health care, a functioning social welfare system, and adequate preparedness measures to mitigate risks from natural hazards.

Refer to the Community Factors Assessment Toolkit for a more detailed discussion of community factors.

The interrelationship between individual, household/family, community and structural factors

There is often a close relationship between risk and protective factors at the community level and those at the structural level. Structural factors – such as laws and policies – may be implemented at the community level. Some factors, such as climate change and environmental degradation, are linked to local, regional and international practices, but their effects are most acutely felt at the community level. Overall, structural factors shape the community environment, and the community mediates, to a greater or lesser extent, how those factors are experienced locally. Comprehensive assessments of both community-level and structural-level risk and protective factors will provide a more complete picture and better inform protection and assistance programming, as both sets of factors will affect the individuals and households/ families to which protection and assistance services are provided.

4.2 COMMUNITY-BASED PROGRAMMING TO ADDRESS VULNERABILITY TO VIOLENCE, EXPLOITATION AND ABUSE

Unlike the provision of protection and assistance services at the individual and household/family level, community programming is usually not undertaken to address the vulnerability of specific individuals to violence, exploitation or abuse within a migration context, even if community-level factors do impact their vulnerability. This is because community programming aims to promote longer-term and broad-based change; involves a broad range of stakeholders; and typically requires significantly more financial and technical resources and investment. It is usually not practical or feasible to design and implement community programmes for the benefit of one person or only a few people. Instead, community programming is undertaken to reduce vulnerability and enhance resilience of entire communities or, when only some segments of a community are impacted by community-level risk factors, to reduce the vulnerability of that specific segment of the community.

As such, community programming to address vulnerability to violence, exploitation and abuse in a migration context should be undertaken when: (a) there is indication that community-level factors are contributing to the vulnerability of segments of communities, or entire communities; and/or (b) when there are indications that community-level protective factors could be mobilized to help them avoid, cope with or recover from violence, exploitation or abuse. Community-level programming tends to require medium- to long-term approaches, as addressing community risk factors requires changes to broader social, economic, environmental and cultural factors.

Community programming can be undertaken in communities of origin, transit, destination and return, and as a preventive or responsive measure.

Programming principles

All community programming aimed at addressing migrant vulnerability to violence, exploitation and abuse should be based on the principles described below.

Contextualized and flexible - Different communities will experience conditions differently and may prioritize different responses. Community-level programming therefore requires tailored responses, based on thorough analyses both of local conditions and of the community's responses to those conditions. Programming needs to be sensitive to the fact that contexts change over time, both as a result of the programming and as a consequence of external factors at the local, national, regional and/or global levels. Therefore, flexibility should be built into the design of the intervention, in order for the programme activities to continue to be responsive to the specific community's varying needs and capabilities.

Community-owned and driven and participatory - A key component of successful community programming is the active participation of the community in the design, implementation and monitoring of interventions. As such, this type of programming needs to be community-owned and driven, mobilizing the available capabilities of the community.

Inclusive - A participatory approach does not automatically guarantee that all members of the community are equally included, whether individually or as groups. Participatory processes often fail to include marginalized groups, either because of: (a) the costs of participation; (b) the group's refusal to participate as a form of resistance; or (c) the group's inability to take part in social engagement.[3] In addition, the location, language, form, procedures and customs of public forums frequently discourage and intimidate marginalized individuals from participating, even if they have the right to do so.[4] Therefore, special efforts must be made to ensure that the most marginalized are included in the process.

Supportive of local government to fulfil its role - Based on the principle that States are the primary duty bearers, often supported by civil society actors (such as NGOs or civil society organizations), appropriate central or local authorities, and civil society actors should be a central part of the process. Where they are not able to provide services or public infrastructure on their own, community-level programming should endeavour to (re)establish and/or strengthen the capacity of these actors to fulfil their roles as duty bearers. The basic principle is that an intervention should serve to develop capacity, not to replace it.

Conflict-sensitive - All actors engaged in community-level programming should understand the context in which they operate, the interaction between the intervention and the context, and take action to avoid the negative impacts and maximize the positive impacts of the intervention. This involves conducting a conflict analysis and updating it regularly; linking the conflict analysis with the intervention; and continually monitoring, evaluating and revising the intervention as necessary in a conflict-sensitive manner.[5]

Multisectoral and integrated - The sources of community vulnerability are likely to be multisectoral in nature and interrelated. That is to say, the factors leading to the vulnerability of migrants to violence, exploitation and abuse may stem from a combination of, for example, gender norms and community attitudes, competition over scarce resources such as water, insufficient availability and/or accessibility of basic services, and ethnic tensions. It therefore follows that responses should be multisectoral and integrated.

3   M. Pelling (1988) Participation, social capital and vulnerability to urban flooding in Guyana. *Journal of International Development*, 10:469–486. E. Tompkins, E.N. Adger and K. Brown (2002) Institutional networks for inclusive coastal management in Trinidad and Tobago. *Environment and Planning A*, 34:1095–1111.
4   B. De Sousa Santos (1977). The Law of the Oppressed: The construction and reproduction of legality in Pasagarda. *Law & Society Review*, 12:5–126. J. Holler (2012) Adaptation and Social Vulnerability on Mount Kilimanjara, Tanzania: Challenges and Possibilities for Sustainable Climate Change Adaptation. Doctoral dissertation, Department of Geography, Faculty of the Graduate School of the University of Buffalo, State University of New York.
5   www.saferworld.org.uk/downloads/pubdocs/chapter_1__265.pdf.

Actors involved in community programming

Community-level programming can involve a broad range of actors, depending on the types of interventions delivered.

Community members – the people who live, work and study in a community – are themselves important agents of change at the community level. Community-level programming often aims at empowering community members not only to inform but also to drive initiatives. Community members may take action for their own self-interest, for the interest of others in the community, and/or for the interests of the community as a whole. As community members are important participants in all community-level initiatives, they are relevant in all types of intervention.

All communities will contain groups within them. People can be grouped together for any number of reasons or characteristics, such as students, workers, migrants, members of a sports club or faith community. What is important is that these groups often share perspectives and interests, and may work together towards shared objectives. All sectors of community intervention will touch upon the interests of community groups.

Community leaders are individual community members with a heightened capacity to influence opinion and affect change. This may be on the basis of: (a) privileged socioeconomic status; (b) personal characteristics (such as charisma and a capacity to convince); (c) the ability to make decisions that affect others (as teachers and employers, for example); or (d) a role in social or cultural institutions (as youth leaders and religious leaders, for instance). Community leaders are those whose voices are heard by others in the community and whose opinions are sought and respected.

Service providers, both public and private, have a role to play in mitigating migrant vulnerability to violence, exploitation and abuse stemming from community-level factors, as well as in promoting resilience to the same. Service providers are often well placed to identify risk and protective factors and provide insight into appropriate responses. Further, maintaining access to services within the community is often a critical component of recovery.

The media is a critical actor in shaping public opinion. The media also impacts community beliefs, values, attitudes, behaviours, norms and practices. This can directly influence the extent to which a community accepts and participates in a community-level initiative, as well as the community dynamics that shape these interventions. The media can also be an important participant in advocacy efforts, making them relevant in all sectors of community programming.

Employers in private businesses are key actors in their role as providers of livelihoods and employment, which are critical for individual and community well-being. Decisions made by employers not only affect individuals (such as when an employer decides to hire or fire someone); they can also affect entire communities (such as when an employer decides to open or close a plant that employs a significant number of community members). Further, access to both public and private services is necessary for healthy and thriving communities. Choices made by private businesses will impact the range of goods and services available in local markets, such as food, recreation and legal services.

Humanitarian and development actors are people from inside or outside the community who take action to save lives, alleviate suffering, maintain human dignity and support development. These actors include: (a) community members themselves; (b) government officials with community development responsibilities; (c) members of local, national, regional or international organizations or institutions who provide technical and other forms of support for community development initiatives; and (d) donors – private, bilateral, or multilateral – that provide financial support. Given the range of interests and expertise, humanitarian and development actors may be involved in any of the sectors of community-level programming, depending on the context.

State authorities – in this case local officials – are primary duty bearers in ensuring that all people can live lives free of violence, exploitation and abuse. Their participation and, ideally, leadership is therefore relevant in all sectors of engagement.

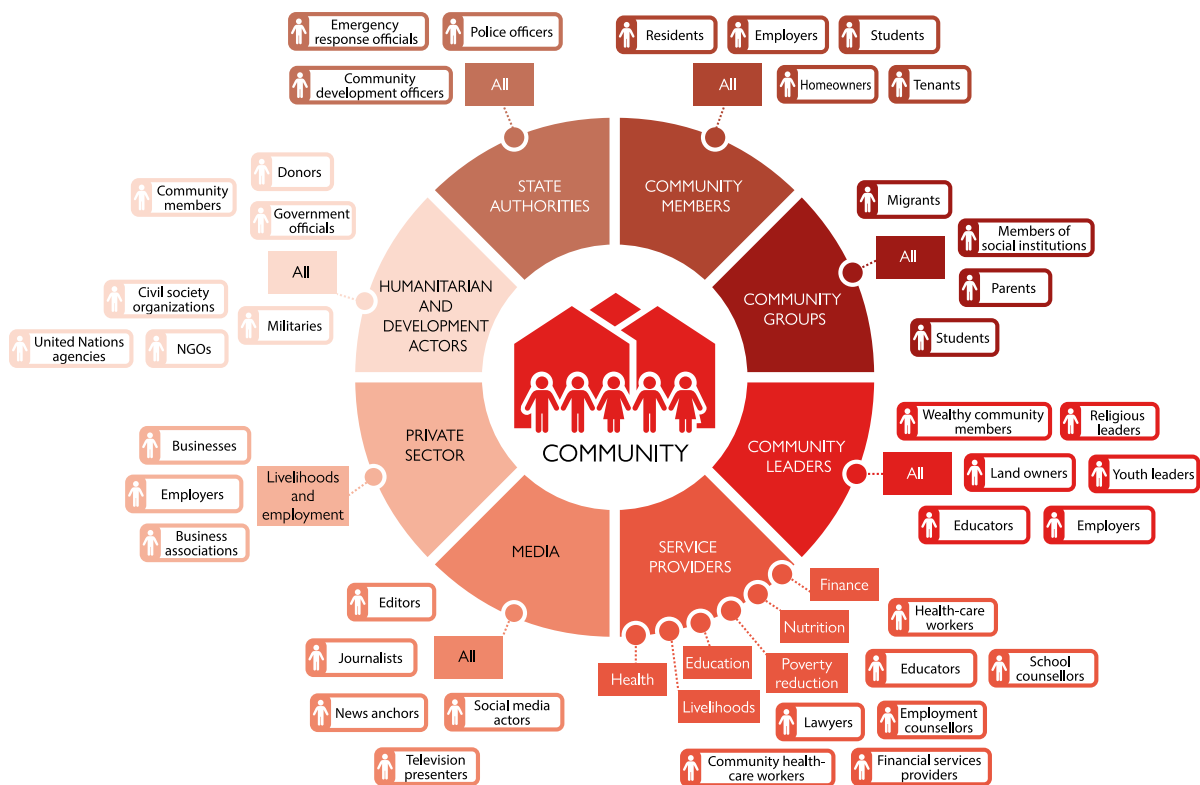| Actor	Examples	Sectors
Community members	Residents, students, employers, homeowners and tenants	All
Community groups	Members of social institutions, students, migrants and parents	All
Community leaders	Wealthy community members, landowners, religious leaders, educators, employers and youth leaders	All
Service providers	Health-care workers, educators, school counsellors, lawyers, community health-care workers, financial services providers and employment counsellors	Health, education, nutrition, finance, livelihoods, and poverty reduction
Media	Editors, journalists, news anchors and television presenters, social media actors	All
Private sector	Businesses, employers and business associations	Livelihoods and employment
Humanitarian and development actors	Community members, government officials, civil society organizations, NGOs, militaries, United Nations agencies, international organizations and donors	All
State authorities	Community development officers, emergency response officials, police officers	All

Figure 4.2

Relevant actors and sectors of intervention at the community level

Building local governance capacities

According to the World Bank, local governance is the formulation and execution of collective action at the local level. It is about framing interactions between local actors such as local governments and community organizations, collective decision-making and delivery of local public services.[6]

Community programming should aim to build and strengthen this collective action. Its goal is to build the capacities of local governments, communities, and other local actors such as civil society organizations to enable collective decision-making and local ownership of programme processes and outcomes. As such, these local actors should be considered the main stakeholders and the main agents of change.

Moreover, community programming is consistent with a rights-based approach, as States remain the main duty bearers. This approach is also better at delivering value for money, as well as contributing to more sustainable and effective programmes. By building the capacity of local organizations, community-based programming creates a support and decision-making infrastructure that outlasts the programme.

Under a community-based programming model, external partners do not decide what interventions to implement, nor do they carry out the implementation themselves. Instead, they empower local actors to determine what interventions would be most effective, for instance to address a given community's vulnerability to migrant violence, abuse and exploitation. External partners would also support local actors to implement and evaluate the interventions. To this end, community-based interventions should also strive to strengthen local coordination and planning capacities.

Local government

Local government is commonly defined as the lowest tier of public administration within a given State. Different names are used for local government entities in different countries (e.g. county, prefecture, district, city, town, borough, parish, municipality and village). Local governments exist geographically both in urban and rural settings.[7]

Engaging local leaders

Local leaders are usually the best entry point for community programming, as they have in-depth knowledge of local conditions and community dynamics, vulnerabilities and strengths. They also have a great capacity for outreach and convening as they are respected by members of their community.

Local leaders can include local government officials, religious leaders, cultural leaders and leaders of migrant associations. Depending on the context, elders can also be considered local leaders, as they can hold sway over their communities. Youth leaders can also be key allies in certain contexts.

It is important to ensure that local leaders involved in community programming for migrants vulnerable to violence, abuse and exploitation understand the migration dynamics that affect their community. In addition, they should be representative of the community they are meant to speak for. The selection of leaders should not exclude marginalized socioeconomic, ethnic, religious or gender groups.

The following are some key questions to guide the engagement with community leaders:

- Are there recognized leaders around which community action can coalesce?
- How are these leaders' roles perceived by others within and outside the community?
- Who are the official community leaders?
- Who are the informal/traditional leaders?
- What is the protocol for meeting with these leaders?
- Which groups and leaders have the greatest support of the broader community?

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6   http://unpan1.un.org/intradoc/groups/public/documents/apcity/unpan030175.pdf, page 1.
7   Human Rights Council, *The Role of Local Governments in the Promotion and Protection of Human Rights*. A/HRC/30/49, para. 8 and 9. Available at https://digitallibrary.un.org/record/848739.

Leaders can play an important role throughout the community-based programming cycle. Initially, they can act as an entry point and provide key information about the power and influence dynamics in a given community. They can also be the gateway to the larger community and ensure broader community participation in programme design and implementation. Engagement with local leaders at this initial stage is not just about understanding the context and determining emerging local needs. Crucially, it is also about facilitating community ownership from the outset.

During programme implementation, leaders can be instrumental in keeping up the momentum and ensuring active involvement of the community throughout. They can also lobby for government engagement and participate in programme monitoring, not least to further demonstrate their interest in the programme and underscore its relevance for the community.

Local leaders can continue to fulfil a significant role once a programme has been completed, especially in ensuring that the programme's outcomes and success factors are maintained. For example, as part of a water infrastructure development programme, they can ensure that water management committees remain active and continue to oversee the effective upkeep of water facilities. They can also collaborate with the programme evaluators to assess the impact of the intervention in their communities.

Improving knowledge, skills and resources

Community programming should aim to improve the knowledge base of the community in terms of its own vulnerabilities and strengths. Particularly at the design phase, community-based programmes can work with communities to develop joint needs assessments, maps, surveys, conflict analyses and stakeholder mappings, among other tools. Community-based programmes are a good opportunity for a community to collect context-specific data and conduct analyses on risk and protective factors underlying vulnerability and resilience in their communities.

Capacity-building components can also be included in the actual programme implementation phase. Community members can be trained on identified priority issues, for example prevention of diseases and small-scale farming. Local government officials and members of civil society can also receive training on project management, accounting, human resources and other relevant skills.

Moreover, community-based programmes should also seek to improve the capacity of community members, including local government officials, to strengthen their planning and their budgeting processes. Indeed, while community-based programming might bring additional resources into the community (from external funding sources such as bilateral donors or pooled funding), ideally communities need the skills to leverage their own sources of funding, including though local revenue mobilization, budgeting or management of central government funds. The development of this skillset might require training or the provision of technical experts to work alongside local government planners. In-country study visits to other communities with a track record of success, or study visits to communities in other countries through South–South cooperation schemes, might also be helpful.

Coordination and planning

All community programming and associated interventions should aim to build local capacity for coordination and planning. This requires strengthening the capacities of local government officials to lead these exercises, while other community actors should be trained to implement and monitor these plans.

Community development plans are a public and interactive form of planning in which stakeholders, and specifically community members, help formulate community development objectives and priorities, identify resources and implement activities. They constitute a "bottom-up" approach that promotes consensus and provides opportunities to focus on issues of concern at the community level. When used as advocacy and communication tools, they can inform higher-level government plans and budgets.

Migration issues should be reflected in community development plans when relevant. For example, if youth are migrating out of their communities at a high rate due to lack of economic opportunities, community development plans should seek to improve the local job market, and/or take steps to increase opportunities for safe and regular migration. If migrants are living in or transiting through a community, this can also be reflected in the relevant community development plan, which should include measures to ensure their protection and access to services.

Local budgets are an important component of planning for action at the community level. It is worth noting that interventions that target vulnerable migrants and their communities are often not factored into local budgets. Lessons could be drawn from gender-responsive budgeting and children's rights budgeting to develop local budgets that are migrant-sensitive (see resources below). Local budgets should include participatory methods. For example, community members could be invited to give their opinion on specific items within a local budget or the amounts that should be allocated to achieve a specific goal.

Local referral mechanisms are important to strengthen planning for and coordination of provision of protection and assistance services. Local referral mechanisms should be inclusive, meaning that all people in a community who need protection and assistance services should have access to those services. In communities where vulnerable migrants are present, local referral mechanisms should also be responsive to their needs. Inclusion of migrants in local referral mechanisms may require additional and/or specialized resources and skills, such as translators and training for migrant sensitivity, which should be considered during the planning stages.

Local referral mechanisms are often the first point of contact between vulnerable migrants and service providers. The provision of services at the local level should be encouraged, as local entities are usually more attuned to the needs of their members and usually possess knowledge of local conditions and needs. However, community service providers should consider the standards and guidelines set forth by protection authorities at the national level when developing local referral mechanisms. A referral pathway to national referral mechanisms should be developed, if the latter exist.

Community mobilization

Community programming can promote good governance and positive change. For this to be achieved, it is critical that community members feel a sense of ownership of the programme. They should also feel that the programme is responsive to their needs and priorities. Community members should be actively involved in: (a) identifying the problems and vulnerabilities faced in and by their community; (b) identifying any resources within the community that can be used to address these problems and vulnerabilities; (c) identifying possible solutions; and (d) implementing solutions.

However, community involvement does not happen spontaneously. Community mobilization is the process of involving community members in community programming at all stages. During the initial planning and design stages, community members should be informed about and consulted on the intended intervention, with the aim of building consensus around the programme goals and the intervention strategy. Local leaders can start this community mobilization process by holding meetings, discussing the programme on local media, holding door-to-door visits, etc.

After the community is well informed, it is good practice to identify a group of community leaders who can drive the intervention forward. This group can be referred to as the "core group" if the process is informal, or a steering committee if the process is more formal. Such a group can be established by asking community members who in their community is best suited to help lead the initiative and, where relevant, if they themselves would like to be involved.

Care should be taken to make sure that the core group or steering committee is comprised of members with the relevant skills. The group should include community members who have strong leadership skills and are trusted by community members to represent their interests, as well as community members with the relevant technical knowledge. For example, if the intervention is related to farming, there should be local farmers represented in the core group or steering committee. It is also important to ensure that the core group or steering committee is inclusive of the interests of all community members. It may be necessary to take proactive steps to ensure representation of the views and interests of boys, girls, men and women, and of any groups that may be marginalized in the community, for example racialized groups or the disabled.

This core group will then work closely with community members to identify the key priorities for the community. These priorities can be translated into a project or a community action plan. Moreover, this group should work closely with community members to select the approach and methodology for implementing the project or action plan to ensure community buy-in from the outset.

This core group can also play an important role in helping select other members of the community who will need to implement the activities. For example, for a labour-intensive public works intervention, the core group can decide how the participants can be selected.

Throughout the project implementation, support should be provided to ensure that different community members work together and that they have the capacity and resources to carry out the necessary tasks as described in the community development section below.

Community development programmes

Community development can be defined as "the planned evolution of all aspects of community well-being (economic, social, environmental and cultural). It is a process whereby community members come together to take collective action and generate solutions to common problems. The scope of community development can vary from small initiatives within a small group, to large initiatives that involve the whole community."[8]

The main aim of community development is to improve the quality of life for community members. Within the context of migrant vulnerability to violence, exploitation and abuse, community development can be used to address the risk factors that contribute to such vulnerability. For example, if inadequate access to education in home communities is driving child migration, and children are being exposed to violence, exploitation and abuse while migrating, then improving education resources in their communities may be an effective approach to reducing vulnerability. In transit or destination communities, if the presence of migrants is putting strain on the natural environment and contributing to environmental degradation, this can contribute to negative attitudes and discrimination towards migrants, who may find themselves unable to access needed protection and assistance services due to discrimination. Community development initiatives to reduce the environmental impacts of migration and to improve equitable service delivery would address the needs of both host and migrant populations.

Each of the subsections below addresses potential community development responses to community-level risk factors.

Ensuring access to livelihoods and employment

An inadequate supply of decent work and livelihood opportunities in communities can increase vulnerability to violence, exploitation and abuse. It makes it difficult for individuals and households/families to meet their needs and responsibilities, which in turn may increase the likelihood that they will engage in risky behaviour in order to earn income.

As such, many community development initiatives focus on increasing the number of decent jobs or income-generating activities available in a community, and on improving equitable access to them. Such interventions typically focus on employment and entrepreneurship. Regardless of the type of intervention chosen, it should be guided by data on local markets.

Equitable access to decent work

It is important to determine if certain members of the community are excluded from access to decent work, and if so which ones and to what extent they are excluded. For example, irregular migrants tend to have a harder time getting decent work. As a result, they may also tend to accept employment in conditions that increase their vulnerability, for example due to low wages, insecurity of employment and lax enforcement of safety standards in the workplace.

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8   https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/051-hrdc-cd_handbook.pdf.

Labour market and market information

Any attempt to improve work and livelihood opportunities in communities should be based on accurate information on local conditions.

Community-level or "local" labour market assessments are conducted in order to understand employment conditions, including what jobs are available or are likely to become available in the community and what skills are needed to perform those jobs, and how many people in the community are available and interested in taking up those jobs. Community labour market assessments are important as they help identify shortages or excesses in labour supply that the programme can address. For example, a labour market assessment may identify a shortage of qualified drivers in the transportation industry and an excess of hospitality workers. An employment programme that uses that information to train qualified drivers is more likely to have a positive, sustainable impact than a programme to train food-service workers, as the graduates of the driving programme will have access to currently available jobs following completion of the programme.

A comprehensive labour market assessment might include the following:[9]

- An analysis of the community's economic context, including an analysis of the sectors that are currently hiring workers and those that are likely to hire workers in the future;
- An assessment of the types of skills needed to perform these jobs, both now and in the future;
- An assessment of the local workforce, including their education and skills levels and the types of training available to them;
- An analysis of the systems and stakeholders at play in the local labour market;
- A review of the policies that impact the local labour market and identification of any reforms needed; and
- An overall view of how all the issues above work together to shape how the local labour market functions and how it might be improved.

The results of labour market assessments provide practical information to community developers such as:[10]

- If and in what specific sectors and businesses there is a current demand for labour;
- If and in what specific sectors and businesses there is an anticipated demand for labour;
- What technical and transferable skills are in demand;
- If there are any high potential growth sectors;
- Any mismatches and gaps between jobseekers and employers, such as gaps in information and perceptions on the availability of jobs and skills;
- Any barriers or constraints in the job market, such as attitudes towards gender and appropriate work for different genders; and
- Support services or functions needed, such as a place to access labour market information, to help jobseekers find decent work.

See the resources section for more information on designing and implementing labour market assessments.

Employment is not the only income-generating activity to consider in community development programmes. Some local labour markets will not generate enough decent jobs to employ all jobseekers – this is particularly common in rural areas with large numbers of young people looking for jobs. Further, some people prefer to be self-employed.

Entrepreneurship is widely considered to be an important aspect of development, especially when it comes to addressing youth unemployment and supporting women's empowerment.[11] Starting and running a successful business, however, can be difficult. Market assessments inform programmes by providing relevant and up-to-date information on: (a) what goods and services are being bought and sold in the community; (b) how satisfied customers are with the goods and services available to them; (c) what goods and services are in demand by local consumers but are not being provided by existing businesses; and (d) what goods and services already exist in sufficient quantity

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9   Adapted from https://static.globalinnovationexchange.org/s3fs-public/asset/document/Key%20Approaches%20to%20Labor%20Market%20
     Assessment.pdf?uOnvWRUbNCTIVackA1WKpZGS5NxbWaS5#page=1.
10   Adapted   from   www.mercycorps.org/sites/default/files/Mercy%20Corps%20Why%20Conduct%20an%20LMA%20Tip%20Sheet%20
     June%202015.pdf.
11   https://unctad.org/meetings/en/SessionalDocuments/ciid29_en.pdf.

and quality.[12] This information is then used to identify entrepreneurship opportunities, determine the types of skills needed to capitalize on those opportunities, and design training and other entrepreneurship support activities.

Market assessments can make use of: (a) consumer demand surveys to determine the level of availability and satisfaction with goods and services currently in the market; (b) market opportunity surveys designed to understand the reasons behind shortfalls and dissatisfaction of consumers according to business owners and service providers; and (c) skills surveys to assess the current level of skills in the local and/or target population (which are often local youth), as well as their interest in and desire for entrepreneurship support.[13] See the resources section for more information on market assessments.

Employment and entrepreneurship programmes

Employment programmes aim at increasing the number of jobs available within the community, preparing jobseekers for employment, and linking job candidates with potential employers. Examples of such programmes include:

- Community-based public works projects, which use community labour to build or improve public infrastructure. These programmes increase the number of jobs available in the community and can build the skills and experience of participants. They can also address the employment needs of marginalized or vulnerable segments of the community by specifically targeting them for participation or by setting a quota for their participation. Community-based public works projects can be linked with community stabilization efforts, and selection of participants can be on the basis of participatory selection processes aimed at identifying vulnerable populations

- Technical and vocation training (TVET) programmes, which aim at preparing the community's jobseekers for employment or for starting and managing their own businesses. When unemployment or underemployment or a lack of income-generating activities constitutes a risk factor, TVET can be an important component of reducing vulnerabilities.[14] TVET services focused on entrepreneurship are often accompanied by provision of goods and/ or capital to be used in the start-up and operation of a business or income-generating activity. Examples of goods include "start-up kits" or agricultural inputs, while capital might be provided through cash transfers or enrolment in loans or other financial schemes and services.

- Employment services, which aim at strengthening job matching, enhancing employability of community members, and addressing skill mismatches within the community. In essence, employment services work as intermediaries between workers, employers, and training and education service providers. Specific employment services can include help with job searches, job placement, referral to training programmes, announcing job vacancies, managing skills databases and jobs databases, etc. They can reduce the job search costs for both workers and employers by improving the information flow between the labour demand and supply sides concerning available jobs and skills needed. Employment services are often provided at offices (often called job centres) and/or online.

- Cooperative entrepreneurship (also known as joint enterprises), which aims at improving and restoring livelihoods while at the same time bringing community members together in order to improve social cohesion. They are often complemented by training, goods and/or capital.

Ensuring access to decent housing

Decent housing is an important foundation for leading a healthy and productive life. However, many communities face housing challenges. This can include loss of housing stock following conflict or a natural disaster, insufficient supply to meet demand, deterioration of housing, and unaffordable costs of home ownership and maintenance. Housing issues are intricately linked with many other issues, including climate change and environmental degradation, disasters, rural-to-urban migration and increasing rates of urbanization, "gentrification," income inequality, financial literacy, documentation and immigration status, and access to financial services.

An inability to find suitable and affordable housing can compel community members to migrate from their communities of origin. Inability to access such housing when in transit can expose migrants not only to the elements, but also to violence, exploitation and abuse, for example at the hands of those who force exploitative working conditions on migrants in exchange for shelter. In destination communities, landlords may take advantage of migrants'

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12   www.mdgfund.org/sites/default/files/YEM_MANUAL_South%20Sudan_ConductingMarketAssessments.pdf.
13   Ibid.
14   www.academia.edu/10350609/Impact_of_Technical_and_Vocational_Education_and_Training_TVET_on_Youth_vulnerability_in_Malawi.

relative unfamiliarity with rental costs and conditions in order to charge exorbitant rents and/or provide substandard housing, or to engage in exploitative practices such as exchange of sex for housing.

Communities have a role to play in ensuring access to suitable housing. Actions to take can include the following:

- Conducting an assessment of community housing needs and assets, by determining: (a) where housing is needed; (b) where it needs to be improved; (c) what housing assets already exist that can be improved; (d) if there are any natural hazards or other drawbacks that need to be addressed; and (e) what the needs of the community members are, such as needs for housing suitable for disabled persons, families, single people, etc.
- Encouraging participation of affected people such as landowners, neighbours and potential residents, as well as local officials, local businesses, property developers and other stakeholders.
- Considering diversity, by thinking about the social, economic, cultural and other characteristics of current and future residents and neighbours, and what impact changes to the current situation might have.
- Considering equity, by ensuring that the needs of all people are considered, including differences in family types and compositions, ability and income levels, etc.
- Considering the environmental and other impacts of new housing, such as the impact on and availability of services like schools and clinics, recreational activities and markets, and any potential impact on the natural environment.
- Providing incentives for developers and ensuring that development is undertaken in line with the community's requirements. Incentives can include tax breaks, subsidies, grants, free or low-cost public land, infrastructure support, etc.
- Putting in place regulations to ensure that the community's housing needs are reflected in new property developments, including through zoning, taxation and regulations.[15]

These activities will require the participation of a broad range of community members and stakeholders, including:

- Current and potential homeowners and tenants who can share information on their needs, their specifications for suitable housing, what they consider affordable, etc.
- Neighbours and other community members, who can share their knowledge and experiences with housing in the community (for example, what sorts of construction materials have proven to be most appropriate for and resilient to local weather conditions and events), and can raise any concerns they may have in order for them to be addressed (for example, the potential impact of new developments on local traffic conditions or the availability of land for crops and grazing).
- Local workers, who may benefit from increased employment opportunities in construction and related industries such as water and sanitation.
- The business community, particularly (a) lenders, whose policies and practices will have an impact on who gets loans and at what rates; (b) property developers, who will build or renovate housing and who will therefore influence the price of housing; (c) landlords, who may also influence the price of housing and selection of tenants; and (d) utilities providers, who may need to invest in their infrastructure to meet new demand but are also likely to benefit from an expanded customer base.
- Local officials, who will have a role to play in developing and implementing regulations and incentives, usually in coordination with regional and/or national authorities.[16]

While maintaining access to suitable and affordable housing is an ongoing and ever-present need, it can be helpful to take a strategic approach and to make concerted efforts in the following circumstances:

- During community planning processes and community development initiatives;
- Following high-visibility events, such as fires or building collapses, which focus attention on the lack of decent housing;
- Following a crisis, such as loss of life of homeless people or a natural disaster; or

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15   Adapted from University of Kansas, Centre for Community Health and Development, Community Toolbox, https://ctb.ku.edu/en/table-of-contents/implement/physical-social-environment/housing-quality/main.

16   Adapted from University of Kansas, Centre for Community Health and Development, Community Toolbox, https://ctb.ku.edu/en/table-of-contents/implement/physical-social-environment/housing-quality/main.

- When funding becomes available, either through governments or from external sources.[17]

Refer to the resources section for more information on community-level initiatives to ensure access to decent housing.

Ensuring access to services

Access to services is an important part of everyday life. In communities of origin, the lack of services such as health and education has been linked with vulnerability to violence, exploitation and abuse of migrants. Migrants are vulnerable to deception by traffickers who promise access to those services elsewhere.[18] In transit, destination or return communities, insufficient quantity or quality of services can be a push factor for onward migration or re-migration. Competition for access to services can lead to tensions between host communities and migrants.

Often the focus on services zeroes in on basic services like primary health care, primary education, water and sanitation, and roads. These services are indeed necessary to live healthy and productive lives. However, other services are also important, such as financial, transportation, legal and specialized services (for example, services to assist families raising children with complex health or behavioural needs).

In order to design appropriate interventions aimed at ensuring access to services, community development actors should consider both the supply of and demand for various services, as well as the quantity and quality of the services available. In addition, they should ensure equitable access to such services. Further, community development actors should assess if the lack of adequate services is contributing to vulnerability to violence, exploitation and abuse, as it may be necessary to prioritize services directly linked with vulnerability.

A participatory analysis of the supply and demand of services will help programmers identify what services the community wants and needs, as well as any gaps or deficiencies in the availability of those services. This will allow for informed choices to be made about what services to prioritize and how to allocate funding. For example, a community with a large population of school-age children may need to have several schools in order to accommodate all of them. In addition to ensuring that services are available in sufficient quantity, quality is also an important consideration. A community may have enough spots for all school-age children, but families may choose to not send their children to school if the quality of education provided is poor. Alternatively, families may choose to send their children to a private school or a school in another community, either of which will impact the family's resources.

It is important to assess the extent to which all individuals and groups in the community have access to services, and to identify any barriers to access. Some barriers to access may be fairly obvious. For example, some community members may live farther away from services and may have difficulty travelling to the service provision points, for example agricultural workers who live in rural areas with few transportation options. Other barriers to access may be more difficult to identify. For example, marginalized groups may be able to apply for loans at their local bank, but may face a much higher rejection rate than other people in similar economic situations. These barriers can be difficult to identify, which is why it is important to ensure that the analysis is participatory and involves representatives of all groups in the community.

Initiatives aimed at improving service delivery in communities with a migrant population should ensure that both migrants and the host community can use the services. This will help promote social cohesion between host and migrant communities and ensure that host communities will see some of the benefits of hosting migrants.

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17 Adapted from University of Kansas, Centre for Community Health and Development, Community Toolbox, https://ctb.ku.edu/en/table-of-contents/implement/physical-social-environment/housing-quality/main.
18 IOM and University of Bedfordshire, Between Two Fires, page 60.

Use of population data

Population data – such as those collected through a census or household surveys – can be used to estimate what and how many services are needed. However, there are often limitations on this type of data when it comes to migrants. For example, if a large number of community members have migrated, this may not be accounted for in the data. If those migrants were to return, their return may put a strain on service delivery. Further, if they were subject to violence, exploitation and abuse during migration, they may have a heightened need for services upon their return. However, services may not be sufficiently available because the returning migrants and their needs were not accounted for.

Once the service gaps that are contributing to vulnerability are identified and priorities have been established, activities designed to increase access to quality, barrier-free access to the service can be designed. Typically, these programmes focus on improving the infrastructure necessary for service delivery, improving the workforce involved in service delivery, and ensuring that the service providers are adequately resourced.

Infrastructure

Most services require some form of infrastructure. This can include a physical location where services are provided, such as a health clinic. It can also include support infrastructure, which is not used directly to deliver the services but makes the service delivery possible. For example, if health care is delivered from a mobile clinic, the mobile clinic will rely on roads in order to travel from one location to another. Services delivered online, such as online medical consultations, will rely on telecommunication infrastructure. Programmes aimed at improving service delivery may therefore include construction and/or rehabilitation of the infrastructure needed to deliver the service, as well as support infrastructure. These efforts can be linked with cash-for-work programmes, which will have the added benefit of supporting the livelihoods of community members.

Adherence to standards and regulations

Any initiative to improve infrastructure must adhere to standards and regulations set by the relevant authority. For example, ministries of health are likely to have established standards for health clinics and hospitals, such as space and equipment requirements for collecting and storing biological samples. Where such standards are not available, global standards can be consulted.

Workforce

Service delivery requires people with the knowledge and skills necessary to deliver the service, such as teachers, social workers, nurses, loan officers, sanitation workers and bus drivers. Workforce planning and development is therefore an important component of improving service delivery.

Workforce planning and management typically involves assessing the workforce and developing and implementing workforce improvement strategies.

The purpose of a workforce assessment is to understand how many people are needed to deliver the service under consideration. It should address the following questions:

- What types of people are needed to deliver the service?
- What qualifications should they have?
- What different functions will they fulfil?
- What functions need to be provided by professionals, and what can be provided by paraprofessionals, volunteers or community members?
- What accreditation, registration and licensing standards apply?
- How many are needed for each function?
- Are there any standards to aim for, such as a recommended teacher-to-student ratio?

Once it is clear what the workforce requirements are, the next step is to assess the extent to which those requirements are filled in order to identify any gaps. If gaps are revealed, it will be necessary to develop and implement workforce improvement strategies.

The types of strategies pursued will depend on the gaps identified. For example, if there is a gap in the skills of the service providers but not in the numbers, then a training strategy could be employed to address the skills gap. If there is a shortage of qualified personnel, then a workforce recruitment strategy may be necessary. Sometimes the challenge may be workforce retention. In such circumstances, it may be necessary to invest in improvements to working conditions, career progression opportunities and/or pay.

Workforce development can be linked with livelihoods and income-generation interventions. Involvement of community members in workforce planning and development – for example, through participatory approaches to assessment and offering volunteer or work opportunities to community members, including marginalized and vulnerable people – can enhance the suitability and sustainability of the intervention.

Resources

Another component of service provision is the necessary materials. For example, schools need teachers, and teachers need supplies. A lack of supplies necessary to do the job can cause frustration to the people doing the job, leading them to quit and pursue other career paths, or even to migrating abroad to work in better-resourced environments. Resource requirements should be mapped and plans for ensuring an adequate supply of necessary materials should be put in place. This can include through budgeting processes (see text box below), fundraising and requests for donations.

Alternatives

Given constraints, not all needed and desired services will be available within a given community. In such circumstances, alternatives to overcome limitations in infrastructure or workforce should be sought.

For example, when it is not possible to construct a health clinic in a community, a mobile clinic could be used to provide services to a range of communities in similar circumstances. Or, if a school is not able to provide instruction on all topics due to a shortage of teachers, distance education options, such as correspondence courses or online learning, could be explored.

> **IOM Guidelines on Response Planning for Migrants Vulnerable to Violence, Exploitation and Abuse**
>
> Many services, such as education and health care, are organized and provided by governments at either the local, regional or national level. Governments can refer to the IOM Guidelines on Response Planning for Migrants Vulnerable to Violence, Exploitation and Abuse for information on how to plan and budget for responses to migrant vulnerability to violence, exploitation and abuse.

Other interventions

Community health workers can be effective in the delivery of various preventive, promotive and curative health services, and can also contribute to reducing inequities in access to care. According to WHO, not only are community health workers effective, they also represent good value for money.

Community health workers are usually selected by other members of the community and provided training, as well as the necessary material to identify and train. In addition, to being trained to provide primary health care, they also mobilize community members to seek out health services.[19]

WHO has developed guidelines to facilitate the integration of community health workers in communities and health systems. These guidelines contain pragmatic recommendations on how to improve and strengthen their selection,

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19   http://health.go.ug/community-health-departments/vht-community-health-extension-workers.

education, deployment, management, supervision, career advancement, community embeddedness and system support. Programmes that aim to embed or strengthen the use of community health workers in communities affected by migration might consider training these workers on the health risks faced by migrants who suffer from violence, exploitation and abuse.

Food security

According to the UN's World Food Programme (WFP), people are considered food-secure when "they have availability and adequate access at all times to sufficient, safe, nutritious food to maintain a healthy and active life."[20] Communities that are food-insecure tend to suffer from highly degraded ecosystems and shock-prone environments.[21] Food insecurity can be a push factor for migration when people and households within a community do not see another option to manage hunger than to migrate.[22] Moreover, the presence of migrants in locations that are prone to food insecurity could potentially exacerbate this vulnerability if migration is not well managed.

While interventions to combat food insecurity are often targeted to households, it is often whole communities that are food-insecure. Therefore, interventions will likely target multiple households within one geographic location/ community.

If food insecurity is suspected to be a community-level risk factor to violence exploitation and abuse in a migration context, using the determinants of migrant vulnerability model, more specialized assessments will be needed. For example, WFPs Vulnerability Analysis and Mapping (VAM) aims to determine who are food-insecure or vulnerable, why they are food-insecure, how many people are food-insecure, where they live, and what can be done to save lives and livelihoods. VAM can be adapted to various migration contexts through the use of "migration pulse," a methodology developed jointly with IOM to access highly mobile and hard-to-reach populations in multiple locations.[23] Food security assessments can also incorporate nutrition components. For example, WFP and UNICEF often work together to determine the food security and nutrition situation of children in certain communities that are prone to food insecurity.

Interventions to combat food insecurity can range from the short-to-long term. Food assistance (previously referred to as food aid) is a common intervention, particularly after a crisis or due to long-term stressors such as climate change. Contemporary models of food assistance consider the voice of individuals, households and communities, whereby beneficiaries have a say in how they receive food assistance. This has contributed, among other things, to cash-based food assistance.[24]

Medium-to-long term interventions to combat food insecurity are intrinsically linked with resilience programming. This can include interventions such as early warning and preparedness systems, development of national capacities to manage disasters, improvements to agricultural practices, development of social protection programmes, and private sector investment and value chain creation. In addition, resilience programming to improve food security considers strengthening community assets such as roads and markets.

Determining the need for food security interventions and implementing these interventions is highly complex and requires multisectoral knowledge and expertise. It is therefore recommended that organizations involved in the food security sector be contacted to carry out assessments and develop interventions together with local government and local communities. Stakeholders involved in migration management and migrant protection at the community level can contribute to these interventions with knowledge of the vulnerability of communities, households and individuals to violence, exploitation and abuse in a migration context.

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20   www.wfp.org/node/359289.
21   https://documents.wfp.org/stellent/groups/public/documents/communications/wfp261744.pdf.
22   www.fao.org/3/ca0922en/ca0922en.pdf.
23   https://docs.wfp.org/api/documents/WFP-0000040024/download/.
24   www1.wfp.org/food-assistance.

Addressing community-level fragility and crisis

In some contexts, communities may be in a state of fragility[25] or crisis[26] and may need to focus on addressing this state in order to lay the foundations for recovery and longer-term development. The cause(s) of the state of fragility or crisis can vary and can include things like natural disasters such as drought or tsunami, political or interpersonal violence, and criminality. Crisis and fragility are drivers of migration.[27] In such contexts, it may be more likely that outmigration from the community is unplanned and higher-risk, increasing the likelihood that community members will face violence, exploitation or abuse as they migrate. Further, many community members may migrate at the same time. This can make it more difficult for local governments and protection actors to identify and respond to risks of violence, exploitation and abuse, thereby compounding risks for migrants. In addition, opportunistic individuals and criminal networks may take advantage of the situation by preying on at-risk migrants for their personal benefit or for profits.

Fragility and crisis do not only affect communities of origin. Communities along transit routes and in destination areas can also be affected. The presence of migrants can destabilize the host community for a range of social, political, economic and environmental reasons. These may include competition between the migrants and the host community over scarce resources such as firewood and grazing land; disagreements over access to market spaces; and racism and xenophobia.

The type of programming needed to address a state of fragility and crisis will depend on the factors causing the fragility or crisis, and can include community stabilization, disaster risk reduction, and conflict prevention and response.

Community stabilization[28]

Community stabilization seeks to provide assistance to governments, States and communities undergoing significant socioeconomic and political changes during and following a crisis. It aims to: (a) (re)establish stability and security; (b) prevent further forced migration; (c) restore trust among community members, vulnerable populations and local authorities; and (d) lay the foundations for durable solutions, lasting peace and sustainable development. Community stabilization programmes can be built around the following three pillars:

- **Essential services** - These include activities to restore socioeconomic infrastructure such as roads and markets, and essential services such as education, water and sanitation, and health. These activities can reduce drivers of outmigration from source communities, as well as burdens on host communities, thereby reducing the likelihood of conflict between host communities and migrants.
- **Economic recovery** - This includes activities aimed at promoting cooperation among community members to improve the community's economic situation, for example by working together in cash-for-work programmes, engaging in joint enterprises, and cooperating in community initiatives such as post-disaster cleanup and infrastructure. The aim of such activities is not only to facilitate economic recovery, but also to reduce competition and promote trust and reciprocity between all community members.
- **Local governance and social cohesion** - Activities in this pillar aim at improving community capacity to identify sources of friction within the community and to prevent or mitigate conflict. It aims at engaging with community members and providing them with support that enhances cooperation and creates space for public debate and civic engagement.

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25 For the purposes of this section, fragility refers to a situation where a community faces a set of risks that it has insufficient capacity to manage, absorb or mitigate. See OECD, States of Fragility 2016, https://read.oecd-ilibrary.org/development/states-of-fragility-2016_9789264267213-en#page23.

26 For the purposes of this section, the term crisis means a situation where an event has occurred that exceeds the capacity of the community to cope, resulting in a direct threat to the lives, safety and security of the community members.

27 https://refugeesmigrants.un.org/sites/default/files/issue_brief_ts2_final.pdf.

28 This section is adapted from the IOM Emergency Manual, https://emergencymanual.iom.int/entry/19566/community-stabilization#2, 1560685978758.

Climate change, environmental degradation, and disaster risk reduction and response

Environmental factors directly influence the vulnerability and resilience of individuals, households and communities to a range of risks.[29] It also shapes migration decisions. For example, in agricultural and agro-pastoralist communities, reductions in the amount of arable and/or grazing land due to climate change and environmental degradation can increase exposure to risks of crop failure and herd loss. It can also lead to competition and conflict over dwindling natural resources. In such circumstances, some communities may choose to migrate due to a loss of livelihood and/or to avoid conflicts.

Climate change and environmental degradation also contribute to natural disasters. Increasing global surface temperatures increase the likelihood of droughts and severe storms,[30] and degradation or loss of natural ecosystems such as wetlands, forests, mangroves and watersheds increase the severity of hazards such as flooding and landslides.[31] Such disasters frequently result in population displacement and large-scale migration, which can increase exposure to risks of violence, exploitation and abuse and reduce access to essential services and livelihood options for both migrants and host communities.

The causes and consequences of climate change and environmental degradation are global in nature, and require response at national, regional and international levels. However, the significant economic, social, health, cultural and environmental impacts of natural disasters are felt most acutely at the local and community levels.[32]

Community-level interventions to address climate change and environmental degradation are likely to be closely related to and intertwined with community development programming. The types of activities undertaken will depend on the ecosystem(s) in which the community is located, and on the types and severity of the natural hazards they face. For example, in an area prone to flooding, the focus could be on building or improving existing flood barriers and dams, thus increasing the protection level for homes and businesses near the flood zone.

Depending on the circumstances, community disaster risk reduction and response programming may entail any or a combination of the following:

- Disaster prevention, which includes the process of mapping natural hazards and their potential impact on a community's people, property, services, livelihoods and the natural environment, as well as efforts to reduce both the risks and the severity of their potential impacts;
- Disaster preparedness, which is the process of preparing for any disaster event that may occur despite prevention measures;
- Disaster response, in which emergency responses are provided to meet the needs of disaster-affected populations and any secondary risks resulting from disaster-induced displacement; and
- Disaster recovery, in which the aim is to use the recovery and reconstruction process to foster resilience of the community to any future event; known as "building back better."[33]

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29 https://refugeesmigrants.un.org/sites/default/files/issue_brief_ts2_final.pdf.
30 www.usgs.gov/faqs/how-can-climate-change-affect-natural-disasters-1?qt-news_science_products=0#qt-news_science_products.
31 www.preventionweb.net/english/hyogo/gar/report/documents/GAR_Chapter_1_2009_eng.pdf.
32 www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf, page 10.
33 IOM, Taking Sendai Forward: IOM Strategic Work Plan on Disaster Risk Reduction and Resilience 2017–2020.

The Sendai Framework for Action

The Sendai Framework for Disaster Risk Reduction 2015–2030 outlines global commitments to reduce risk and promote resilience. The Sendai Framework is the first global agreement on disaster risk reduction to incorporate clear references to migration. It recognizes the centrality of displacement management in the disaster risk reduction context, and acknowledges the role of migrants in strengthening prevention and preparedness, in supporting recovery and in promoting resilience to future disaster risk.[34]

The Framework highlights four priorities for action and notes key steps that can be taken at the local and national levels and at the regional and global levels.

Priority 1: Understanding disaster risk

Local and national efforts can include data gathering and dissemination; regular assessments of disaster risk; capacity development; application of traditional, indigenous and local knowledge and practices; education and public awareness; and local-level collaboration.

Priority 2: Strengthening disaster risk governance to manage disaster risk

Implementation of disaster risk reduction strategies and plans; assigning clear roles and responsibilities to community representatives within disaster risk management institutions and processes; and empowerment of local authorities are all community-level initiatives that can strengthen disaster risk governance.

Priority 3: Investing in disaster risk reduction for resilience

Allocating resources for disaster risk reduction; risk-sharing; investments in critical facilities such as schools and hospitals; mainstreaming disaster risk reduction into land use policies; training community health workers; and efforts to improve resilience of affected populations and host communities are some of the actions that can be taken at the community level.

Priority 4: Enhancing disaster preparedness for effective response and to "build back better" in recovery, rehabilitation and reconstruction

At the community level, inclusive disaster preparedness planning; forecasting and early warning systems; establishment of community centres for awareness-raising and stockpiling; and efforts to link disaster recovery to longer-term development can all promote better recovery, rehabilitation and reconstruction.

Adapted from The Sendai Framework for Disaster Risk Reduction 2015–2030

Violence prevention and response

Violence within a community is associated with greater vulnerability in general for all community members, and greater vulnerability in particular for the individuals within the community who are specifically targeted (as well as for their household/family members who are potentially exposed to violence as well as called upon to offer support and protection).

There are different types of violence that can affect a community, each requiring a different type of response. WHO identifies three main types of violence:

- Self-directed violence, which is violence that a person inflicts upon herself or himself and which can be subdivided into suicidal behaviour and self-abuse;
- Interpersonal violence, which is violence inflicted by another individual or by a small group of individuals; and can be subdivided into:
  - Family and intimate-partner violence, which takes place largely between family members and intimate partners and largely within the home; and
  - Community violence, which occurs between individuals who are not related and who may or may not know each other, and which usually takes place outside the home.

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34   Ibid.

- Collective violence, which is inflicted by larger groups such as States, organized political groups, militia groups and terrorist organizations, and which can be subdivided into:
  - Social violence, such as hate crimes committed by organized groups and mob violence;
  - Political violence, including war and related violent conflicts committed by States or larger groups; and
  - Economic violence, which is violence aimed at economic gain, for example through attacks to disrupt economic activity or to create economic division or fragmentation.[35]

Community violence and collective violence are most relevant for community-based violence prevention and response – although it is important to note that there are interlinkages between different forms of violence and multilevel responses are required for all.

Community-level responses to community violence include efforts to change social beliefs, values, attitudes, behaviours, norms and practices, both in regard to others in their community – in situations where violence is driven by perceived differences or grievances between groups – as well as in regard to tolerance and acceptance of violence. Communities can also support the rule of law, for example by supporting community policing initiatives, as well as help address collective violence. For example, communities can conduct community-level conflict analysis to understand root causes of conflict and violence and to inform locally tailored responses. They can also participate in the design and implementation of social cohesion activities such as public debates, street theatre, cultural events and competitions, radio call-in programmes, peace dialogues, conflict mediation and reconciliation conferences. In addition, communities can help establish and/or strengthen civil society groups; provide technical and capacity support to local administrations to improve their accountability and effectiveness; establish feedback and complaint mechanisms; and assist in the construction and rehabilitation of public infrastructure and basic services, etc..

Addressing community beliefs, values, attitudes, behaviours, norms and practices

Community beliefs, values, attitudes and behaviours refer to the beliefs, values, attitudes and behaviours of people who make up the community. Beliefs refer to the ideas people hold about what is true and what is false (for example, the belief that hard work will lead to success). Values refer to the things that people think are good and important (for example, the idea that family is what is most important in life). Beliefs and values shape peoples' attitudes, which refer to the ways in which people evaluate something as being positive or negative.

Beliefs, attitudes and values all inform a person's behaviour, or the way a person acts. A person's behaviour is also informed by the expectations of others, in particular by social norms. Social norms are unwritten expectations about how a person should behave in a particular situation. For example, different social groups have different social norms about timekeeping and punctuality. Some social groups consider arriving exactly on time as very important, especially for certain types of engagements, such as doctor's appointments. Others place much less importance on arriving exactly on time, as can be seen in flexible start times for events such as training workshops. Still other social groups may consider punctuality as rude in certain contexts, such as showing up exactly on time for dinner or other social activity in a person's home. When a group of people regularly behave in a certain way, based on social norms, this can be referred to as a practice.

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35   WHO, World Report on Violence and Health, page 6.

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│  Social norms   │ ───► │   Behaviour     │ ◄─── │  Social norms   │
│                 │      │ (how a person   │      │                 │
│                 │      │     acts)       │      │                 │
└─────────────────┘      └─────────────────┘      └─────────────────┘
                                 ▲
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                         │   Attitudes     │
                         │ (how a person   │
                         │  treats others  │
                         │ and approaches  │
                         │  situations)    │
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                         │ important to a  │
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                         │    Beliefs      │
                         │ (ideas a person │
                         │ holds to be     │
                         │     true)       │
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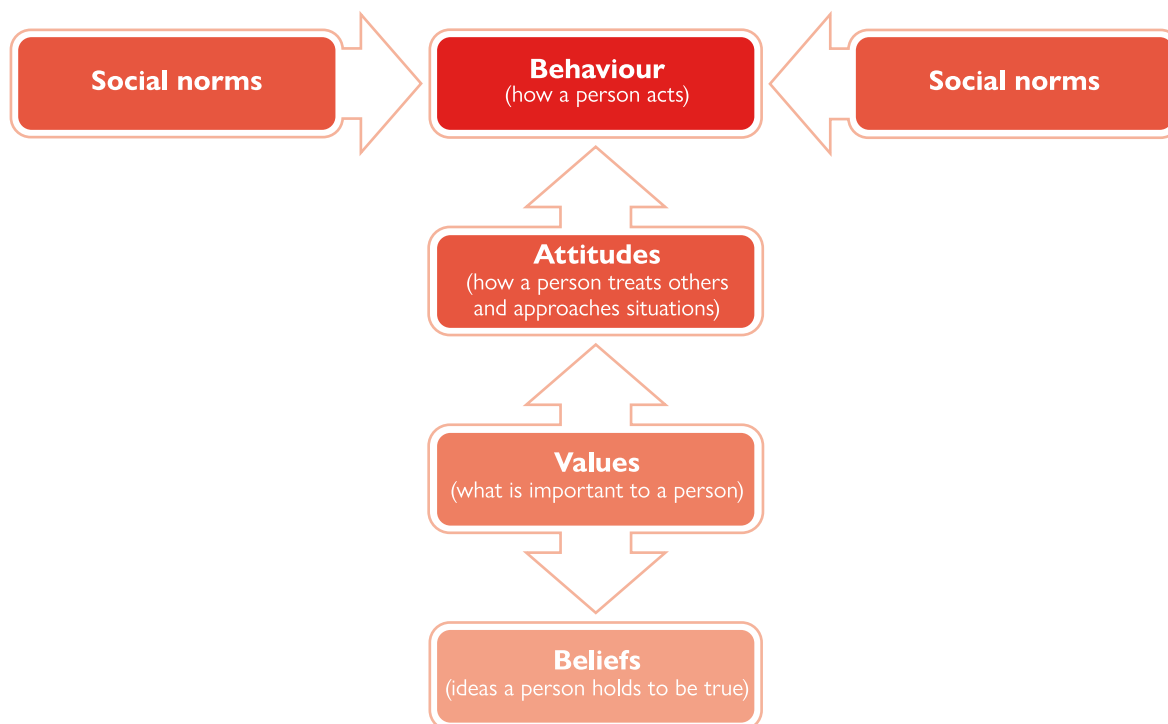
Figure 4.3

Beliefs, values, attitudes and behaviour

Community members often hold shared or similar beliefs, values and attitudes, which can influence their behaviour as a community. This does not mean that each individual member of a community will have exactly the same beliefs, values and attitudes as all other members of the community; that they will hold these things with the same level of intensity of others; or that they will all behave exactly the same way. It does mean that often a certain set of beliefs, values, attitudes and behaviours will be dominant, and that these attitudes and behaviours will shape the experiences of the families and individuals within the community.

These characteristics can act as risk or protective factors for community members. For example, the belief that young children are innocent and require special care and protection is very common around the world. This has a protective effect on children, as community members will look out for and take action to protect them, even when the children are not their own. Many cultures respect older people and value their views and opinions. This confers status on older people and gives them a place in the community – a sense of purpose, meaning and belonging. On the other hand, in some places the elderly are seen as a burden and of limited value to society. They are often disregarded, "invisible" and vulnerable to violence, exploitation and abuse, including from their own family members.

Community beliefs, attitudes and behaviours towards other people are often linked with the individual's personal characteristics and identity. Community attitudes towards gender, sexual identity, caste, ethnicity and race can have a significant impact on a person's status, position and experiences within a community. For example, community beliefs and attitudes about the appropriate roles and behaviours of individuals based on their gender can contribute to vulnerability in a gendered way. The belief that women and girls should be sexually available and subservient to men results in them being disproportionately affected by sexual violence, exploitation and abuse. When men and boys are expected to be the primary income-earners for their household/family, they may feel obligated to migrate in search of higher earnings, even in unsafe conditions. These factors can push individuals into risky migration behaviours and influence their experiences as migrants. They can also affect an individual's well-being upon his/her return home. For example, women or girls who were sexually exploited or abused abroad can be further marginalized by communities who shun them or see them as "damaged goods," preventing their successful recovery, reintegration and opportunity to lead a normal life upon return. Men or boys who are economically unsuccessful or whose migration was interrupted may be seen as failures and similarly shamed or shunned, with similar outcomes for their reintegration.

Similarly, community beliefs, attitudes and behaviours towards people on the basis of their caste, ethnicity and/or race shape their experiences, vulnerability and resilience. In some communities and societies, individuals are often seen as particularly suited to certain forms of labour based on their race; they are seen as more or less intelligent, or as "naturally" of a higher or lower social standing.

It is important to identify and challenge beliefs, attitudes and behaviours that harm others. Some of these harmful beliefs, values and attitudes are general and apply to all people in a particular group – such as the belief that children should be obedient to adults – whereas others may apply specifically to migrants – such as holding negative attitudes towards migrants who do not speak the language of the destination community, or who do so with an accent. The process of attempting to challenge and change these behaviours and practices, and the beliefs, values, attitudes and norms that underlie them, is known as behaviour change. When the community is the focus of behaviour change efforts, these efforts are known as social change.

It is also important to identify and support attitudes, behaviours and practices that protect and help others. For example, in Rwanda the practice of *ubudehe* is aimed at taking collective action and providing mutual support to solve problems within a community.[36]

It is not only important to understand community beliefs, values and attitudes and how they influence people's behaviour towards others in the community, but also to understand how they influence a person's choices about their own lives. For example, people's health-seeking behaviours, education choices and migration decisions are all influenced by their beliefs, values and attitudes, as well as by the beliefs, values and attitudes of those around them.

Behaviour change efforts aimed at individuals and social groups are known as social and behaviour change communication (SBCC). SBCC programmes use communication to change behaviours by influencing people's knowledge, attitudes and social norms. SBCC programmes use coordinated messaging across different communication channels in order to reach multiple levels of society.[37] SBCC is a form of communication for development (C4D).

SBCC programming has a successful track record in a range of intervention areas, including improving health behaviours and reducing incidence of HIV/AIDS and malaria, and in preventing female genital mutilation. There is a significant body of literature evaluating the effectiveness of SBCC and C4D programming, and numerous handbooks and guidelines on using these techniques to address specific issues (see the resources section below). Regardless of the issue being addressed, most use a phased approach, which includes analysis and problem definition, strategy design, development and testing, implementation, and monitoring and evaluation.

Analysis and problem definition

In this phase, the following steps should be taken:

- Identification of the harmful behaviour or practice that the SBCC aims to change;
- Specification of the target group or groups, including the primary audience (the people whose behaviour the campaign aims to change), any secondary audiences (the people who influence the behaviour of the target group such as family, friends and co-workers), and any tertiary audiences (higher-status individuals whose behaviour and messages can reflect and sustain social norms, such as religious leaders and members of the media);
- Analysis of the beliefs, values and attitudes that shape the target groups' behaviour and practices;
- Analysis of the communication tools that can be used to reach the target groups;
- Review of existing literature, evidence and data to learn from previous relevant SBCC efforts. This can include SBCC efforts on the same problem and with the same target group(s), on the same problem but with a different target group(s), and/or on a different problem but with the same target group(s).

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36   www.rgb.rw/index.php?id=35.
37   https://ccp.jhu.edu/social-behavior-change-communication/.

Strategy design

The next phase uses the information gathered in the analysis and problem definition phase to begin designing the SBCC intervention. It includes:

- Setting clear objectives and measures to evaluate if the SBCC campaign is meeting those objectives.
- Determining key messages for the SBCC campaign, including determining if segmented messaging for each target group is needed.
- Analysis of what communication channel is most appropriate for each message and for each target group. This includes: (a) an analysis of the cost of different communication channels; (b) the number of people in the target group that the communication channel can reach; and (c) the types of messages the communication channel is most suitable for (for example, is it more suitable for communicating simple, easily understood messages or for more complex and nuanced messages). Attention should be paid to accessibility of information and reducing barriers to accessing information. For example, written materials are not accessible to non-literate members of the target group and should be complemented by audiovisual materials. Communication channels that use public spaces, such as community theatre, are not accessible to people confined to their homes. This can include women who are not allowed to leave home without supervision, and persons with disabilities that limit their mobility. Complementary communications channels that can penetrate the home environment, such as radio, should be considered in such circumstances.
- Assessing the resources available for implementing the campaign.
- Designing and documenting the implementation plan.

Choosing a communication channel

There are a wide variety of strategies and communication channels which can be used in an SBCC campaign. When choosing communication channels, it is important to consider who they can reach, how much they cost, and what kinds of messages they can deliver.

- *Mass information campaign strategies* are best suited for reaching a broader audience. Such campaigns can include communication channels such as leaflets, billboards, radio, television or press advertising, and information events in public spaces such as public squares or markets that are used by all segments of the population. They must transmit a clear and simple message, as general audiences will usually have a short attention span when not already predisposed towards the topic.
- *Community outreach strategies* target specific communities, and can use a range of communications channels such as community or street theatre, which is often highly interactive and can explore topics in more depth. Other community media channels include local newspapers and radio stations. Community outreach strategies often include interpersonal communication, which allows for back-and-forth communication and in-depth exploration of complex topics. Interpersonal communication is often important when engaging with community leaders and trusted authority figures such as religious leaders and teachers.
- *Peer-to-peer communication strategies* involve outreach conducted by people with similar backgrounds or experiences to the target group. These strategies facilitate trust between the communicator and the target group. They are thus often most useful with youths and marginalized groups.

Development and testing

In this phase, the communication materials are designed, tested and revised. This process includes:

- Development of materials, such as writing scripts for community theatre, producing television commercials, designing leaflets, etc. This will include decisions about the type of messaging reflected in the text, words, images and design. For example, some campaigns focus on grabbing people's attention through the use of bright colours and large, bold text. Others may use powerful or disturbing images to emphasize a risk. It is important to make such decisions based on a thorough understanding of the local context and on reflection of previous practices. In general, it is good practice to design messages that the target population can relate to, and that empowers them to take action to affect positive change.
- Once the draft materials are ready, they should be tested with members of the target population. The purpose of testing is to ensure that the messages are understood and accepted by the target group, and to assess if the target group might be willing to take any recommended actions on the basis of the information presented in the materials. Different methods can be used to test the materials, such as focus groups, where participants review the materials and share their reactions, thoughts and suggestions for improvement. Testing can also involve measuring knowledge and attitudes before and after exposure to the materials. Particular attention should be paid to ensuring that a full cross-section of the target population (for example, all relevant age groups) is involved in testing. This may involve testing materials with multiple groups and in multiple languages.
- On the basis of the results, materials should be revised until testing demonstrates that they are effectively communicating the message they intend to communicate to the target audience.

Implementation

During the implementation phase, the messages are disseminated through the selected communication channels. For certain communication channels this may involve one-way communication, for example through distributing printed materials and running commercials on television or radio. Other communication channels may use two-way communication, for example radio talk shows and discussions held on social media platforms. Some communication channels require social mobilization, meaning the active engagement of community members and target groups in the campaign. This can include, for example, encouraging communities to attend and participate in community theatre events and town hall discussions, encouraging religious leaders to share messages with their congregations, and encouraging members of the media to write stories about and discuss the issue in their newspapers and talk shows.

Monitoring and evaluation

During the implementation phase, data should be collected to assess how the SBCC campaign is progressing. This could include counting the number of likes or comments a post gets on social media, the number of people participating in community events, the number of callers to radio shows, etc. Monitoring during implementation is important because it allows for adjustments to be made during the course of the campaign to achieve maximum impact. For example, if monitoring shows that more people are engaging with radio talk shows than on social media, then resources can be reallocated to the radio talk shows and/or improvements to the social media component made. Monitoring can also help assess if all target groups are being reached and if barriers to access are being overcome.

Evaluation aims to measure the impact of the SBCC campaign on the actual behaviour of the target group, and to assess the extent to which the campaign was able to meet the objectives established in the strategy design phase. There are numerous methods for measuring this impact, including through observations of actual behaviour (see the resources section below for more information on monitoring and evaluation). Evaluation findings should be used for learning, with lessons learned and good practices identified used to improve future SBCC campaign efforts. Where possible, it is good practice to document and make publicly available evaluation findings. This not only helps others design good SBCC campaigns, but it is also an important demonstration of transparency and accountability towards the communities in which the campaigns were conducted.

These interventions work best when supported by structural interventions, such as policies and legislation addressing harmful practices.

4.3   RESOURCES FOR PART 4

Resources for building local governance capacities

Labor Market Learning and Development Unit, Human Resources Development Canada (HRDC), The Community Development Handbook (1999)
https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/051-hrdc-cd_handbook.pdf

Resources for ensuring access to livelihoods and employment

Co-Operative Entrepreneurship: Co-Operate for Growth (2012)
https://papers.ssrn.com/sol3/papers.cfm?abstract_id=2163491

Forcier Consulting, ILO, Rural skills training: A generic manual on training for rural economic empowerment (2009)
www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-islamabad/documents/publication/wcms_152250.pdf

UNCTAD, Promoting entrepreneurship for development (2015)
https://unctad.org/meetings/en/SessionalDocuments/ciid29_en.pdf

UNCTAD, UNHCR and IOM, Policy Guide on Entrepreneurship for Migrants and Refugees (2018)
https://unctad.org/en/PublicationsLibrary/diae2018d2_en.pdf

USAID and FHI360, Workforce Connections: Key Approaches to Labor Market Assessment (2018)
https://static.globalinnovationexchange.org/s3fs-public/asset/document/Key%20Approaches%20to%20Labor%20Market%20Assessment.pdf?uOnvWRUbNCTIVackA1WKpZGS5NxbWaS5#page=1

YouthPower, Key Approaches to Labor Market Assessment: An Interactive Guide
www.youthpower.org/labor-market-assessment-module-1-economic-context

Resources for ensuring access to services

IOM, Manual on community-based mental health and psychosocial in emergencies (2019)
https://mental-health-and-psycho-social-support-manual.kcp.be/

UNICEF, Guidelines to strengthen the social service workforce for child protection (February 2019) www.unicef.org/media/53851/file/Guidelines%20to%20strengthen%20social%20service%20for%20child%20protection%202019.pdf

WHO, Global Experience of Community Health Workers for Delivery of Health Related Millennium Development Goals (2010)
www.who.int/workforcealliance/knowledge/resources/chwreport/en/

WHO guideline on health policy and system support to optimize community health worker programmes (2018)
https://apps.who.int/iris/bitstream/handle/10665/275474/9789241550369-eng.pdf?ua=1

WHO management of community health services
www.who.int/management/community/en/

WHO, Operations Manual for Staff at Primary Health Care Centres, Chapter 5.1: Infrastructure considerations for health infrastructure (2008) www.who.int/hiv/pub/imai/om_5_infrastructure.pdf

Resources for food security

FAO, IFAD, IOM and WFP, The Linkages between Migration, Agriculture, Food Security and Rural Development (2018)
www.fao.org/3/ca0922en/ca0922en.pdf

Feed the Future, Guidance and Tools for Global Food Security Programmes www.feedthefuture.gov/guidance-and-tools-for-global-food-security-programs/

Integrated Food Security Phase Classification
www.ipcinfo.org/

WFP, Building Resilience through Asset Creation (November 2013)
https://documents.wfp.org/stellent/groups/public/documents/communications/wfp261744.pdf

WFP, Vulnerability Analysis and Mapping (November 2018)
https://docs.wfp.org/api/documents/WFP-0000040024/download/

WFP and UNICEF, Technical Guidance for the Joint Approach to Nutrition and Food Security Assessment (JANFSA) (October 2016)
https://docs.wfp.org/api/documents/WFP-0000021096/download/?_ga=2.240348998.450748756.1560855426-135290927.1560855426

Resources for climate change, environmental degradation and disaster risk reduction and response

Addressing drivers of migration, including adverse effects of climate change, natural disasters and human-made crises, through protection and assistance, sustainable development, poverty eradication, conflict prevention and resolution
https://refugeesmigrants.un.org/sites/default/files/issue_brief_ts2_final.pdf

Climate Change Adaptation Tools at the Community Level: An Integrated Literature Review (2018)
https://ideas.repec.org/a/gam/jsusta/v10y2018i3p796-d136072.html

How small communities respond to environmental change: patterns from tropical to polar ecosystems (2017)
www.ecologyandsociety.org/vol22/iss3/art9/

Resources for addressing community beliefs, values, attitudes, behaviours, norms and practices

Attitudes and Behavior
www.simplypsychology.org/attitudes.html

Attitudes and Behavior in Psychology
www.verywellmind.com/attitudes-how-they-form-change-shape-behavior-2795897

Behaviour change towards female genital mutilation: Lessons learned from Africa and Europe (2019) www.researchgate.net/publication/237653076_Behaviour_change_towards_female_genital_mutilation_lessons_learned_from_Africa_and_Europe

Career Force, Learning Guide: Community values and attitudes (June 2015)
https://library.careerforce.org.nz/Learning%20Assessment%20Resources/LG28523-1.0.pdf

Gender and Development Network, Harmful Traditional Practices: Your Questions, Our Answers https://static1.squarespace.com/static/536c4ee8e4b0b60bc6ca7c74/t/54b561ebe4b02a643c1c7ac6/1421173227982/GADN+Harmful+Traditional+Practices.pdf

Immigration Advisers Authority, Personal beliefs, values, attitudes and behaviour
www.iaa.govt.nz/for-advisers/adviser-tools/ethics-toolkit/personal-beliefs-values-attitudes-and-behaviour/

JHU, Social and Behavior Change Communication
https://ccp.jhu.edu/social-behavior-change-communication/

Swiss Agency for Development and Cooperation (SDC), Communication for Development: A Practical Guide (July 2016) www.eda.admin.ch/dam/deza/en/documents/publikationen/Diverses/Communication-for-development-Manual_EN.pdf

UNFPA and UNICEF, Manual on Social Norms and Change www.unfpa.org/sites/default/files/pub-pdf/Social_Norms_Manual_-_English.pdf

World Bank, World Development Report 2015: Mind, Society, and Behavior www.worldbank.org/content/dam/Worldbank/Publications/WDR/WDR%202015/WDR-2015-Full-Report.pdf