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# GUIDANCE NOTE COMMUNITY INFRASTRUCTURE REHABILITATION

CRISIS PREVENTION AND RECOVERY

United Nations Development Programme



## Table of Contents

<b>Overview.....</b>	<b>3</b>
<b>1. The Conceptual Framework.....</b>	<b>4</b>
1.1. COMMUNITY INFRASTRUCTURE REHABILITATION - A UNDP SIGNATURE PRODUCT	4
1.2. WHAT CONSTITUTES COMMUNITY INFRASTRUCTURE REHABILITATION?.....	6
<b>2. The Planning Phase: Developing the Project Document .....</b>	<b>7</b>
2.1. THE SITUATION ANALYSIS (INCLUDING NEEDS ASSESSMENT).....	7
2.2. PROGRAMME STRATEGY.....	9
2.3. RESULTS FRAMEWORK.....	10
2.4. IDENTIFYING AND MITIGATING RISKS.....	10
2.5. MANAGEMENT ARRANGEMENTS.....	12
2.6. OPERATIONAL SUPPORT.....	14
2.7. PARTNERSHIPS.....	15
2.8. MONITORING AND EVALUATION.....	16
2.9. COMMUNICATIONS STRATEGY.....	16
2.10. RESOURCE MOBILIZATION.....	17
2.11. QUICK CHECKLIST - PLANNING COMMUNITY INFRASTRUCTURE REHABILITATION	18
<b>3. Project Implementation.....</b>	<b>19</b>
3.1. WAYS TO ACCELERATE PROJECT IMPLEMENTATION?.....	20
3.2. PHASES OF IMPLEMENTING COMMUNITY INFRASTRUCTURE REHABILITATION.....	21
3.3. AREAS OF INTERVENTION.....	21
3.4. ENSURING COMMUNITY-DRIVEN AND GUIDED IMPLEMENTATION.....	23
3.5. COORDINATION, INFORMATION MANAGEMENT AND EFFECTIVE COMMUNICATION	23
3.6. MAINTAINING QUALITY RELATIONSHIPS WITH NATIONAL AND LOCAL COUNTERPARTS .....	24
3.7. WOMEN'S PARTICIPATION AND EMPOWERMENT.....	24
3.8. ENVIRONMENTAL MANAGEMENT.....	25
3.9. DISASTER RISK REDUCTION MEASURES IN COMMUNITY INFRASTRUCTURE REHABILITATION.....	25
3.10. BUILDING BACK BETTER - 10 GUIDING PRINCIPLES FOR IMPLEMENTING COMMUNITY INFRASTRUCTURE REHABILITATION.....	26
3.11. QUICK CHECKLIST - IMPLEMENTING COMMUNITY INFRASTRUCTURE REHABILITATION.....	26
<b>4. Key Lessons Learned.....</b>	<b>28</b>
<b>5. Annexes .....</b>	<b>30</b>

Cover photo: As part of UNDP's early recovery initiative in Myanmar after Cyclone Nargis, vital infrastructure was restored in hundreds of communities, including this bridge in Ah Se Gyi Village. Photo credit: UNDP Myanmar.

# OVERVIEW

Focussing on urgent post-crisis assistance, this guidance note provides practical advice to United Nations Development Programme (UNDP) Country Offices (COs) on how to plan, design and implement a short-term project that swiftly links governments and communities in the assessment, repair and reconstruction of essential community infrastructure such as local roads, bridges, irrigation canals, schools, health centers and markets.

When governments and communities are supported by well-designed and timely interventions, both nations and communities are assisted to 'build back better.' The UNDP post-crisis approach aims to build capacities within national and local institutions and facilitate partnerships between government, civil society, the private sector and local communities. This enables local social, institutional, economic and physical assets to be strengthened and made more disaster-resilient in the future.

To help countries and communities meet these challenges, the UNDP Bureau for Crisis Prevention and Recovery (BCPR) has developed a range of guidance notes to help COs develop and implement recovery activities rapidly in the immediate aftermath of a crisis. Each guidance note focuses on a UNDP 'signature product', or niche area of programming, in which UNDP has the mandate, comparative advantage, competencies and skills in place to be able to rapidly design and implement a project of assistance to support crisis-affected governments and communities. The guidance notes in the 'signature product' series are principally intended as an internal resource that will strengthen and accelerate UNDP's programmatic response in crisis and post-crisis settings. They are chiefly intended to inform 'post-disaster' planning and implementation. However, a number of the case studies that fed into their formulation derived their experience from post-conflict settings. Therefore, they may also be adapted for use in post-conflict settings or within country environments situated at the post-conflict/post disaster nexus.

This guidance note forms one of six practically oriented documents. Others in the series include 'Emergency Employment and Enterprise Recovery', 'Debris Management', 'Restoration of Local Governance Functions', 'National Recovery Planning and Coordination' and 'Aid Management'. These notes can be used as tools to guide the development of individual projects targeted towards specific needs, and/or provide a basis for the design of a more integrated and comprehensive programme of early recovery measures.

## Formulation of this Guidance Note

In formulating this guidance note the recent experience of designing and implementing post-crisis community infrastructure rehabilitation projects in **Bangladesh, Honduras, Myanmar, Nepal, Pakistan, Somalia, and Sri Lanka** were reviewed. [Country case studies](#), synthesized into a [Comparative Experience Paper](#), formed the core materials for the preparation of this document. Further interviews were conducted with the practitioners involved, including technical experts at CO, regional and headquarters (HQ) levels to obtain the most pertinent lessons and best practices. Finally, the note was subject to consultation throughout UNDP, through internal and external review, and validation.

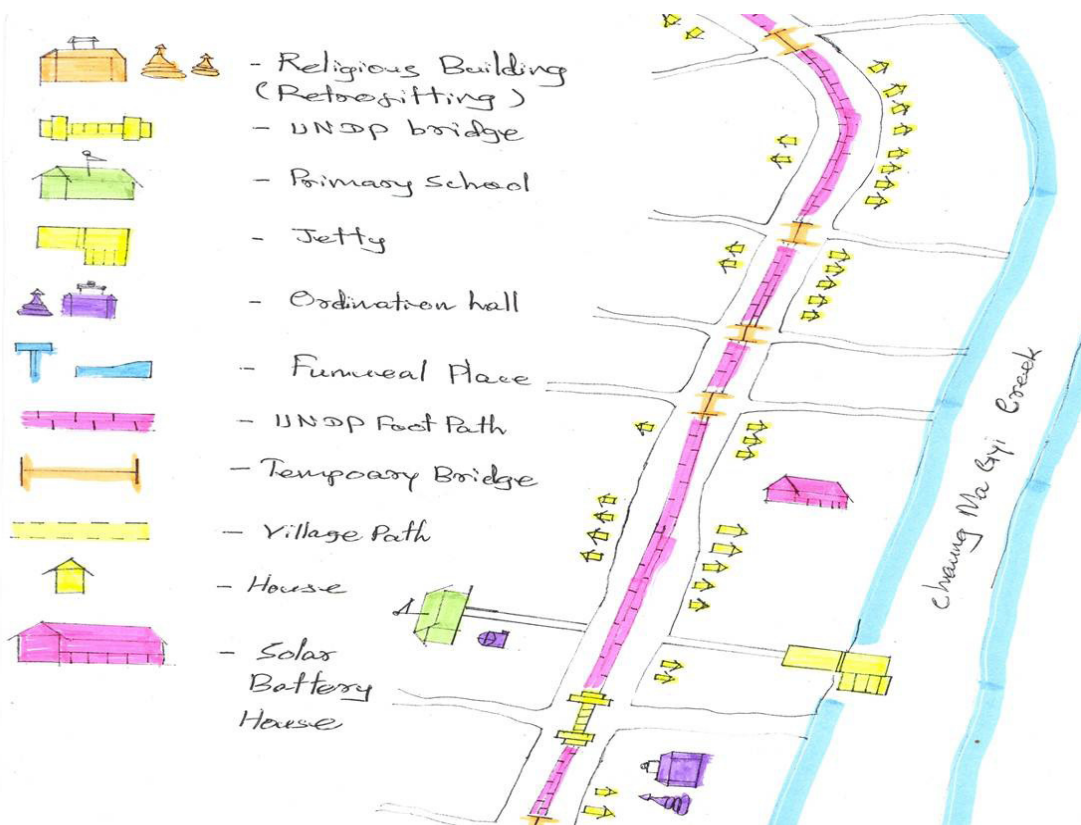
This guidance note is a "living" document and is updatable with technical and operational lessons that emerge in the light of on-going experience. To share examples, make a contribution to the Note, or submit questions, please email UNDP/BCPR, at [signature.products@undp.org](mailto:signature.products@undp.org).

## Practitioners' Guide

**TABLE 1. CONTENT OVERVIEW**

CONCEPTUAL FRAMEWORK	Defines a simple conceptual framework for UNDP in the 'signature product' area of community infrastructure rehabilitation.
PLANNING	This section presents the main considerations when planning a debris management intervention, following a structure that closely resembles the standard UNDP project document <a href="#">template</a> .
IMPLEMENTATION	Presents the main issues and challenges that arise, as well as some of the approaches and techniques to employ when implementing a community infrastructure rehabilitation intervention.
LESSONS LEARNED	Highlights some key lessons learned from recent UNDP engagement in programming.
ANNEXES	Annexes include 1) a classification and typology of community infrastructure and 2) a list of acronyms and abbreviations. Additional resources are hyperlinked throughout the document; most of these can be accessed on the Community Infrastructure <a href="#">page</a> of the UNDP intranet site for Signature Products.

# 1. THE CONCEPTUAL FRAMEWORK



A hand-drawn map showing the infrastructure rehabilitation priorities for Chaung Ma Gyi village in the aftermath of Cyclone Nargis, as identified through a participatory community planning process. Illustration credit: UNDP

## 1.1. COMMUNITY INFRASTRUCTURE REHABILITATION - A UNDP SIGNATURE PRODUCT

UNDP's entry point to community infrastructure rehabilitation is its long-term strategic partnership with national and local authorities. Since UNDP maintains a CO presence in the majority of developing countries, it is able to tap into its extensive experience of local communities and all people involved in the establishment of infrastructure, which gives it a deep understanding of existing economic and social conditions and norms. UNDP can therefore ensure that interventions are sustainable and culturally appropriate.

By providing rapid and responsive support UNDP assists governments to reach out and support the participation of local communities in the rehabilitation of their own infrastructure in the immediate aftermath of a disaster. Taking local context, needs and circumstances as the starting point, the overall goal is to improve the social and economic conditions required for long-term human development.

Community infrastructure rehabilitation projects, if approached comprehensively, can support affected citizens to come together to rebuild their communities, strengthen partnerships with local authorities, reflect their own priorities in broader recovery and development planning and acquire new knowledge and skills that empowers them to expand their opportunities and choices. Within this framework UNDP highlights the importance of deepening resilience by 'building back better', through swift and effective initiatives.



The most successful and sustainable projects exhibit a strong adherence to the following principles which are referred to in more detail throughout the guidance note:

- 1. Maximizing the engagement and skills development of local people and communities** – community infrastructure rehabilitation is an important entry point for mobilizing communities around initiatives that help restore access to markets and essential services for the entire community. The process of rehabilitating infrastructure can create short-term employment for vulnerable groups (e.g. internally displaced persons (IDPs), ex-combatants, young people, women, and people with disabilities) and can also support longer-term opportunities when a skills development and training component is incorporated. Interventions can be based on a profile of households to ensure that the poorest and most at-risk population segments are able to participate in and benefit from community infrastructure repair and maintenance;
- 2. Empowerment of women and promotion of gender equality** – promoting the participation of women in the planning and implementation of community infrastructure rehabilitation activities, ensuring their involvement in decision-making and their leadership in the organizations that carry out the rehabilitation work;
- 3. Building capacity and social capital through effective coordination, communications and partnerships** – community infrastructure interventions require expertise in a range of technical areas which may be drawn from a variety of different partners. In its support to national and local authorities, UNDP is prepared to coordinate, act as catalyst or facilitator and engage in partnerships with many organizations with similar objectives, including government technical agencies, local authorities, non-governmental organizations (NGOs), community-based organizations (CBOs), United Nations (UN) agencies and the private sector. In support to the United Nations Country Team (UNCT), led by the Resident Coordinator or Humanitarian Coordinator (when the Humanitarian Country Team is activated), UNDP also engages as the cluster lead agency for early recovery and plays an important role in the socio-economic reintegration of IDPs and ex-combatants;
- 4. Environmental protection** – a commitment to environmental and ecological preservation and sustainability in the design and implementation of the project, for example, by ensuring the selection of community infrastructure rehabilitation activities that minimize waste, pollution, and energy consumption; helps to protect or restore local ecosystems; builds back infrastructure that is more environmentally friendly; and/or promotes 'green jobs';
- 5. Conflict sensitivity** – ensuring that the rehabilitation process and the resulting infrastructure are both catalysts for constructive social interaction and social cohesion, identifying and mitigating any risk of fuelling social tensions or local conflicts during project planning, and setting up local systems to monitor and manage any potential for conflict throughout project implementation; and
- 6. Investing in disaster risk reduction (DRR)** – as national and local authorities and local communities pick up the pieces, tried and tested principles and strategies of DRR can be integrated into community infrastructure rehabilitation projects, ensuring that the implementation process is disaster-risk sensitive and that resulting infrastructure is disaster-resilient.

Hence, despite their overwhelmingly negative impact, disasters also provide opportunities for constructive change. Apart from quickly getting the community back on its feet, rapid recovery delivered to include all the aspects outlined above can contribute towards strengthening resilience in future.

## 1.2. WHAT CONSTITUTES COMMUNITY INFRASTRUCTURE REHABILITATION?

Community infrastructure refers primarily to small-scale basic physical structures at the local level which are critical for the lives and livelihoods of the population, such as a bridge crossing a river at the centre of a settlement or an inlet from a river that enables vital irrigation for crops. Infrastructure at the community level is relatively simple and straightforward, but its function, benefits and services are often central to the survival and economic sustainability of a community. It is vital to the socio-economic recovery of crisis affected communities and as such it is integrally linked to the fostering of human development, human security and human rights at the local level.

Community infrastructure is most frequently conceived of and built through grass-roots level initiatives using locally available know-how, materials, labour and technology. These tend towards low-cost physical solutions that address or overcome barriers to development at the local level. Whilst generally highly effective at harnessing the socio-economic and cultural potential of the communities, they do not usually benefit from significant technical engineering input at the design or the construction stages. As a result, they are often highly vulnerable to damage or destruction when disasters strike.

Likewise, the legal and institutional attributes of community infrastructure are also generally limited. The legal framework regulating community infrastructure is weak, as it is often created through informal labour, or through ad-hoc arrangements over time. Their basis for operations and maintenance may be equally weak, ad-hoc, or informal. However, support and ownership exhibited by the community for local physical assets may be very high due to their utility. Community members will work together, in many cases voluntarily, to repair it quickly when it is broken.

Human development is inextricably linked with the stability and performance of community infrastructure and community-based assets, both physical and institutional. In an immediate post-disaster scenario the devastation of physical infrastructure can quickly trigger severe economic and social consequences. For example, when the only access road or bridge to a community is swept away by flooding or destroyed by earthquake, the population may become isolated from essential services or supplies, including adequate food, water and sanitation, medical care, education, social and cultural support, and employment. Without rapid support to restore such assets, in just a few weeks, the level of need can escalate. Evidence also shows that the worst-affected communities and households tend to be the ones that are already the most vulnerable and impoverished, as they have fewer means to cope with the impact of disasters. The repair of community infrastructure in post-disaster settings is thereby critical for the restoration of social and economic networks. Further information on the types and classification of community infrastructure can be found in Annex I.

## 2. THE PLANNING PHASE: DEVELOPING THE PROJECT DOCUMENT



*UNDP's 'build back better' approach in Myanmar helped Chaung Ma Gyi village improve on pre-Cyclone Nargis facilities: a mud path which was prone to flooding is now elevated and paved. Photo credit: UNDP Myanmar*

This chapter focuses on a number of key issues to take into account when developing a project document for community infrastructure rehabilitation. The related stages of the UNDP project management cycle are [‘Justifying a project’](#) and [‘Defining a project’](#), as per the UNDP Programme and Operations Policies and Procedures (POPP). The major sections fall under the familiar titles of: 1) Situation Analysis, 2) Programme Strategy, 3) Results Framework, 4) Risk Assessment, 5) Management Arrangements, 6) Operational Support, 7) Partnerships, 8) Monitoring and Evaluation (M&E), 9) Resource Mobilization, and 10) Communications Strategy. A checklist for the planning phase is provided at the end of the section.

### 2.1. THE SITUATION ANALYSIS (INCLUDING NEEDS ASSESSMENT)

The first step in formulating a community infrastructure rehabilitation project is undertaking the situation analysis. The situation analysis scopes out the general political, institutional, economic and social context, and then, within a post crisis/post disaster setting, moves directly into a more penetrating initial analysis of the impact. The situation analysis introduces the urgent recovery needs which the project will seek to address. The rationale for UNDP assistance in the area of community infrastructure rehabilitation is set out alongside its comparative advantages and fit within a more comprehensive early recovery and development framework. One section should be dedicated to the strategic business case for UNDP engagement as part of the United Nations Development Assistance Framework (UNDAF) or as a member of the UNCT. The situation analysis may be informed by a review of primary and secondary data, reports of trusted third party organizations, government statistics or other relevant local survey information.



In the aftermath of a major disaster the government may call for a large-scale multi-sectoral needs assessment to be carried out, for example, a Post-Disaster Needs Assessment (PDNA) , or in post-conflict settings, a Post-Conflict Needs Assessment (PCNA). Information from such an assessment can serve to elaborate the situation analysis. However, fully detailed information arising from an exercise like the PDNA may not be available in the first instance.

Basic recommendations for the design and conduct of needs assessments are provided in the table below. Since the post-disaster signature approach places special emphasis on community engagement in all aspects of community infrastructure renewal, the table provides an elaboration on some of the key assessment planning considerations in this regard:

TABLE 2. BASIC RECOMMENDATIONS FOR NEEDS ASSESSMENTS	
Issue	Questions
Ensure inclusion of community infrastructure in assessments	Ensure that community infrastructure damage and losses features integrally in the design of needs assessments and that this responsibility is assigned to a dedicated expert in the assessment team. The assessment should document the disaster impact on community infrastructure, even if only to obtain rough estimates. Quantitative and qualitative information can be gathered through interviews with key informants, focus group discussions and field observation.
Coordination/ harmonization	In an environment of over-stretched capacities, it is important to coordinate the needs assessment with the other development and humanitarian partners in order to avoid duplication of effort or gaps. Close coordination is needed with those assessing sectors such as livelihoods, agriculture, education, water and sanitation, telecommunications, health, etc. in order to cross-reference data and findings.
Use local knowledge and expertise	Despite the need to set up community infrastructure rehabilitation interventions with urgency, the quality of the assessment often hinges on local sources of knowledge, including from local authorities and communities. In particular, the participation of knowledgeable local engineer(s) who are conversant with locally used technologies and construction methods is strongly recommended to support the technical assessment. Verification can be conducted through direct consultation with the affected population.
Use of web-based applications	Early establishment of web-enabled collaborative workspaces have proven extremely useful as conduits of information exchange and storage among team members and key stakeholders.
Use of satellite imagery and geographic information systems	Satellite based information and geospatial technology should be used during first few days of a post disaster situation and can provide an effective visual overview of the extent of damage. The <a href="#">UN Institute for Training and Research's Operational Satellite Applications Programme</a> is available to support disaster-affected countries with satellite-based information that can help facilitate the planning and management of the emergency response and recovery programmes. Google Earth is another application that can assist. For further information see the <a href="#">Comparative Experiences Paper on Debris Management</a> , in particular, the systems employed by UNDP in the occupied Palestinian territory and Somalia.
Familiarization tour	A transact walk, or familiarization tour, through the affected community is a useful means of gaining a first-hand understanding of the natural resources, the livelihoods base, the extent of damage to community infrastructure and its consequences.
Sampling	The sample set of villages surveyed should be selected in an attempt to cover as many categories of infrastructure damage in a range of community types (e.g. with low, moderate and severe damage).
Engaging the most disadvantaged	Consultation with local stakeholders will help craft an approach that includes the poorest and most vulnerable. This is critical to the UNDP signature approach. The transact walk (above) represents an opportunity to begin to meet and discuss the impact of the damage with the poorest members of the community.
Distinguishing community assets	The distinction between community infrastructure and district or municipal infrastructure is not always clear and assessments conducted by separate teams raises the risk of double-counting.



Supplementary infrastructure damage needs assessments are often required at the community level in order to identify the most appropriate schemes for the project to support and to develop bills of quantities, which itemize the equipment, materials, and labour required for each infrastructure scheme. It is not likely that the conduct of a technical investigation on the structural vulnerability of damaged community infrastructure will be within the parameters of any immediate assessment. For this reason, a visual or structural investigation of damaged community infrastructure will usually be conducted as part of a supplementary or follow-up assessment. Such investigations should be appropriately documented and supported where possible by either photographic or video records for further evaluation and cross-checking. Straightforward visual inspections, carried out by a qualified engineer, accompanied by community representatives, will often suffice to determine the structural condition. Such inspections will include:

- An analysis of design layout and technical configuration, structural system, dimensions, geometry of elements, spacing, loading systems etc.; and
- The mapping of the detailed structural damage, e.g. cracking, corrosion, discoloration, judgment of the construction, material and quality.

A number of additional tools to support the participatory needs assessment approach can be found on the Community Infrastructure Rehabilitation [page](#) of the UNDP Signature Products site.

## 2.2. PROGRAMME STRATEGY

The programme strategy should outline briefly the main aims of community infrastructure rehabilitation, including its purpose within the early recovery framework. It should attempt to summarize the over-arching outcome that the project is striving towards and delivery of each of the outputs will contribute to the attainment of the outcome. It should detail how the project will work with and help build national and local capacities and how the project will integrate within national plans and priorities. It should make reference to other UN and UNDP projects, how it seeks to complement them and incorporate cross-cutting issues, for example, the points one to six outlined in section 1.2 above.

Community infrastructure rehabilitation also links directly to the UNDPs portfolios for strengthened governance capacity, environmental sustainability and poverty reduction outcomes. For these reasons it is critical that all UNDP CO programme units are engaged in programme planning and implementation, and that the process is coordinated with other partners through, for example, a UNDP-led cluster for specific early recovery issues.

## 2.3. RESULTS FRAMEWORK

The table below provides a straightforward indicative results framework for a community infrastructure rehabilitation project based on an example of outcomes, outputs and activities. Local circumstances should determine if these outcomes, outputs or activities are appropriate, or alternative ones developed to suit the conditions.

**TABLE 3. INDICATIVE RESULTS FRAMEWORK**  
**OUTCOME: REVIVAL OF THE LOCAL ECONOMY AND SOCIAL LIFE OF AFFECTED LOCAL COMMUNITIES**

Outputs	Indicators/Output targets	Activities
Number of community infrastructure rehabilitation schemes implemented	<ul style="list-style-type: none"> <li>Roads repaired/upgraded (km);</li> <li>Bridges repaired (no.);</li> <li>Water supply and sanitation repaired (no.);</li> <li>Education and health facilities repaired (no.); and</li> <li>Energy facilities recovered (no.).</li> </ul>	<ul style="list-style-type: none"> <li>Community consultation, prioritization and selection of schemes;</li> <li>Stages of reconstruction;</li> <li>Monitoring;</li> <li>Completion and impact; and</li> <li>Maintenance plan.</li> </ul>
Temporary jobs created	<ul style="list-style-type: none"> <li>Number of jobs created per person/day, disaggregated by gender (person/months).</li> </ul>	<ul style="list-style-type: none"> <li>Selection of beneficiaries/participants.</li> </ul>
Trainings delivered to target groups	<ul style="list-style-type: none"> <li>Number of trainings, by type; and</li> <li>Number of participants and number of days training, figures disaggregated by target group and gender</li> </ul>	<ul style="list-style-type: none"> <li>Definition of types of training (e.g. local infrastructure planning and development, labour-intensive construction techniques, maintenance, disaster risk reduction planning, etc) and training target groups (e.g. local authorities, NGOs/CBOs, community leaders, local technicians/masons/artisans); and</li> <li>Attendance of relevant target groups and beneficiaries/participants.</li> </ul>
Strengthened capacity of community organizations	<ul style="list-style-type: none"> <li>Number of consultation and training events for community groups.</li> </ul>	<ul style="list-style-type: none"> <li>Community organizations engaged in consultations, training, prioritization, selection, and management of repaired community assets.</li> </ul>

## 2.4. IDENTIFYING AND MITIGATING RISKS

Risk, as defined in UNDP policy, is the possibility that an event would occur and affect the achievement of outputs. As such, it can represent a threat or a missed opportunity. Risk is a major factor to be considered in designing any project: detailed guidance is available in the [Enterprise Risk Management](#) section of the UNDP POPP, which should be reviewed thoroughly.

The table below outlines some of the common risks that might be expected to arise in the course of a community infrastructure rehabilitation project as well as some measures aimed at mitigation. It is important to note that these are not exhaustive, and particular circumstances will doubtlessly exist within each new context. A careful appreciation of the risks and strategies to mitigate against them should be worked through systematically by the CO before embarking on the project.

**TABLE 4. COMMON RISKS AND ASSOCIATED MITIGATION MEASURES**

Risk classification	Nature of risk	Risk Mitigation
Reputational	<ul style="list-style-type: none"> <li>• UNDP cannot deliver a large-scale community infrastructure rehabilitation project within a short timeframe and simultaneously i) ensure high quality of works and ii) safeguard against fraud;</li> <li>• Working with communities/CBOs is time-consuming and delays delivery;</li> <li>• Project fuels local tensions and leads to social division and conflict;</li> <li>• 'Elite capture' of infrastructure rehabilitation activities for political credit, as political representatives are keen to associate themselves as intermediaries; and</li> <li>• Costs increase beyond the available funding due to unforeseen factors.</li> </ul>	<ul style="list-style-type: none"> <li>• Recruit highly qualified project team with detailed experience of complex community-based projects;</li> <li>• Invest time to work constructively with all members of local communities, not just a few prominent leaders;</li> <li>• Pre-qualify local implementation partners to ensure rapid deployment of resources and capabilities;</li> <li>• Training and/or sensitising all stakeholders involved in the implementation and monitoring of the project, particularly project staff;</li> <li>• Develop an exit strategy that sits with a cross-section of stakeholders, rather than with one entity; and</li> <li>• Invest in communications so as to manage expectations and keep stakeholders informed.</li> </ul>
Security	<ul style="list-style-type: none"> <li>• UNDP may not be able to reach targeted communities due to insecurity; and</li> <li>• Risk of not being able to deliver cash payments to beneficiaries (i.e. when community infrastructure rehabilitation is combined with cash-for-work).</li> </ul>	<ul style="list-style-type: none"> <li>• Delivery can be supported through project partners/ intermediaries such as government bodies, local NGOs and CBOs or private sector organizations; and</li> <li>• Use of 'better than cash' payment modalities that may not require a presence in insecure areas, provided means of verification can be achieved.</li> </ul>
Financial and transparency	<ul style="list-style-type: none"> <li>• Resources are diverted and do not reach the targeted population.</li> </ul>	<ul style="list-style-type: none"> <li>• Use of innovative payment modalities, e.g., through mobile phones; making phased payments, which increases the transaction cost but helps to reduce the size of the instalments and helps prove the trustworthiness of intermediaries.</li> </ul>
Project specific	<ul style="list-style-type: none"> <li>• Selection of community infrastructure rehabilitation activities may be biased;</li> <li>• Quality of work may be sub-standard;</li> <li>• Tendering of infrastructure rehabilitation activities to the private sector poses risk that local companies may not be awarded contracts;</li> <li>• Works are not of sufficient quality or are not sufficiently disaster resistant, and may become a liability for UNDP;</li> <li>• Infrastructure rehabilitation schemes may not sufficiently take gender equity into account;</li> <li>• Women or people with disabilities may be at a disadvantage as physical work requirements favour male labourers; and</li> <li>• Minors may seek work.</li> </ul>	<ul style="list-style-type: none"> <li>• Conduct a proper community infrastructure survey at the very outset involving full open consultations, with regular follow-up meetings to consult on progress;</li> <li>• Ensure close coordination with local/central authorities and communities and provide training in simple earthquake /disaster mitigation techniques;</li> <li>• Define a transparent and participatory process in designing, appraising and implementing the infrastructure rehabilitation activities;</li> <li>• Clarify at the onset who is responsible for infrastructure and liable for quality problems;</li> <li>• Ensure strong technical quality control with sufficient civil engineering capacity to monitor works;</li> <li>• Perform frequent monitoring including random spot checks and testing the quality of the materials against the specifications;</li> <li>• Engage local companies and/or communities to enhance local opportunities, increase the participation of women and augment with skills training where possible;</li> <li>• Use hazard mapping; ensure disaster-sensitive programming;</li> <li>• Include a quota for women's participation or specific activities for disadvantaged groups; and</li> <li>• Monitor the age of beneficiaries.</li> </ul>

## 2.5. MANAGEMENT ARRANGEMENTS

The management of a community infrastructure rehabilitation project is a complex undertaking that requires skills that are not always available within the UNDP CO, unless there is already an on-going area-based or public works-oriented municipal support project in operation. When there is an existing project, the most effective option, through consultation with government and donors, may be to integrate a community infrastructure rehabilitation component within it. The [Sri Lanka](#) and [Indonesia](#) experiences demonstrate how area-based initiatives running at the time of the disaster were expanded to incorporate the post-disaster rapid response and early recovery challenges.

Where there is no area-based project to build on, core CO capacities may otherwise need to be strengthened in the short-term until the full-time appointment of a senior infrastructure rehabilitation expert to manage the project. Short-term support can be readily deployed to COs through the UNDP SURGE deployment mechanism or the [ExpRes](#) deployment mechanism, both housed within BCPR. The [SURGE](#) mechanism deploys experienced in-house capacity (i.e. UNDP staff) to support COs to respond to the immediate programmatic and operational requirements generated by a crisis; the ExpRes mechanism deploys experienced consultants to support COs with any crisis prevention and recovery (CPR) initiative.

The structure and composition of the team will need to reflect the aspirations of the CO and government counterparts' intended method of delivery. However, common to all projects is the need to appoint a competent Project Manager. This is the first step in the swift mobilization of a core team of experts with specialized skills, technical knowledge, prior experience and understanding of community infrastructure in a post-disaster context.

A generic SURGE profile has been developed for a [community infrastructure rehabilitation expert](#), able to help to start up or lead an immediate UNDP community infrastructure project. (Should such an expert be mobilized through the SURGE mechanism, the CO would need to simultaneously make strenuous recruitment efforts to ensure succession of the temporary SURGE Advisor with the permanent appointment of a Project Manager.)

Regardless of the implementation modality/partner selected for the project, as soon as the project is fully designed and cleared by the Local Project Appraisal Committee (LPAC), it is an imperative for implementation to commence immediately. On the basis of the areas of greatest need identified through the needs assessment, the project will need to swiftly prioritize community infrastructure rehabilitation schemes in close consultation with the community (or communities); and quickly engage "responsible parties" with specialist capabilities and strong community engagement approaches.

In addition to a Project Board for governance and oversight of the project, as per the normal UNDP requirements, a comprehensive community infrastructure rehabilitation project should incorporate the core functions: 1) a project management team, responsible for the day to day implementation of activities; 2) project monitoring capacity, with quality assurance provided by the CO; and 3) operational support capacities, including finance, human resources, procurement, security, data-base and administrative expertise.

Depending on the scale and scope of the planned intervention, a full project staffing structure might consist of the following: 1) Project Manager; 2) Deputy Project Manager; 3) Community Empowerment team (of variable size); 4) Engineering team (the no./type of engineers needed also variable); 5) Data-base Manager; 6) Communications Officer; 7) Procurement/Contracts Officer/s; 8) Finance Officer/s; 9) HR Assistant; and 10) Office and Administrative Support.

A more detailed look at the specialized expertise that may be needed for the project team is provided in the following box:



### Box 1. Specialized profiles

**Community engagement** - the initial assessment team needs skills in mobilizing and engaging affected communities to participate and ensure that their interests and priorities are effectively addressed. The project itself also needs to include experts in community development and participatory planning and monitoring, with sufficient previous experience and poverty/gender expertise to assist the community in maximizing its role in the implementation, monitoring and maintenance aspects of the project. For reference, see the [UNDP Myanmar case study](#).

**Engineering** - engineering expertise is critical to planning, design and reconstruction of small-scale infrastructure at the community level. A civil engineer, working in tandem with responsible community representatives, is desirable, as the community needs to be consulted and feel as though they are “in the driving seat”. Technical assessments play an important role in defining the pace and cost of the recovery and where available, it is important to draw on local engineers for technical and local insights throughout the assessment and recovery planning process. In a number of instances, where expertise was not readily available, the International Labour Organization (ILO) has proven to be a useful partner through which core engineering and training capacity was sourced.

**Programming** - although the exact profiles will vary by context, additional expertise in areas such as DRR, gender, livelihoods, and/or conflict resolution may be needed. These experts may not all be expected to reside in the project team, however, the project would at least need to be able to tap into these competencies from the CO, regional centres, head-quarters or from specialized external sources.

Generic TORs for six specialized positions (Team Leader, DRR Specialist, Engineer, Livelihoods Specialist, Gender and Diversity Specialist and Environmental Specialist) have been developed and are available on the Community Infrastructure [page](#) of the UNDP Signature Products website.

## Determining the Implementing Modality and Responsible Parties

The CO has a number of options available on how the project is implemented. In the planning phase of the project the CO should review carefully the requirements and available instruments for selecting and engaging potential partners, detailed in the ‘[Defining the Project](#)’ section of the UNDP POPP.

For any project, in consultation with the Government Coordinating Agency, UNDP will select a single implementing partner who is accountable to UNDP and the Government Coordinating Agency. The selection of the implementing partner is based on an assessment of the partner’s capacity to effectively manage the project and deliver the intended outputs. The implementing partner may be a government entity (‘National Implementation’), UNDP (‘Direct Implementation’), a UN agency, a civil society organization (CSO), or an approved inter-governmental organization that is not part of the UN system. The most commonly used implementing modalities in an immediate post-crisis environment are Direct Implementation (DIM) or National Implementation (NIM):

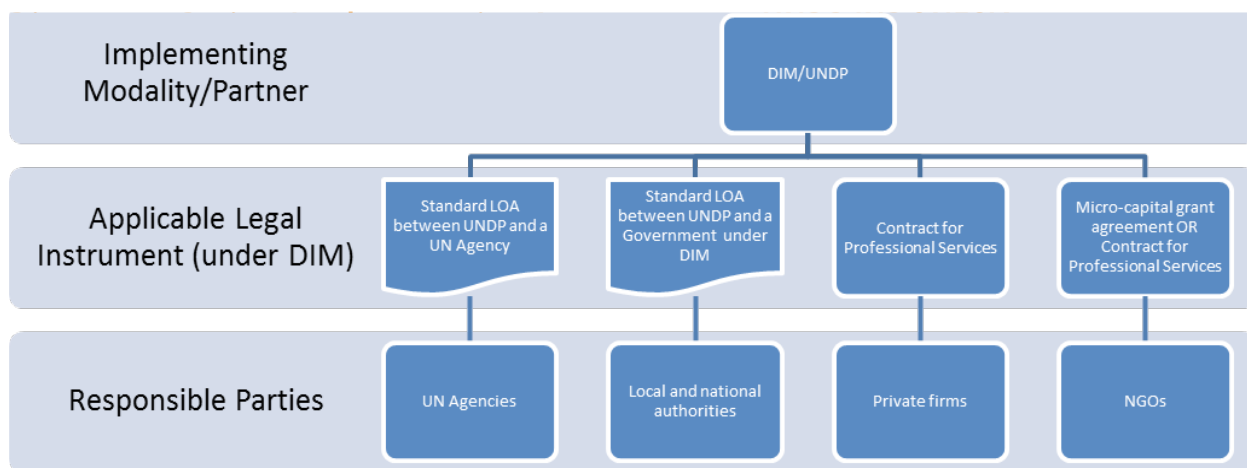
1. **DIM** - where UNDP, as the implementing partner, assumes full responsibility for the implementation of the project and directly recruits all staff on UNDP contracts for these purposes. In many crisis environments there is a call by the host government and/or donors for UNDP to directly manage a programme or project.
2. **NIM** - in many programme countries, UNDP opts to provide its support in the NIM environment, whereby a government entity is engaged as the implementing partner for the given project. This enables the project to be fully embedded into national institutions, structures and systems.

Once the implementing partner is selected, it may enter into agreements with other organizations, known as “responsible parties,” who provide goods and services to the project, carry out project activities, and/or produce project outputs. Responsible parties are accountable directly to the implementing partner. If UNDP is not the implementing partner, for example in a NIM environment, UNDP can still support vital processes including recruitment and procurement, as a responsible party. Responsible parties may also include government entities, private sector firms, UN agencies, or civil society organizations (CSOs). For all the possible configurations of implementing partners and responsible parties, and the associated procedures and instruments for engaging responsible parties, see the POPP. CSOs, such as local NGOs or CBOs, are usually engaged, often as responsible parties, to support the implementation of a community infrastructure rehabilitation project.

(The POPP also includes an overview of all the different options and modalities for CSO engagement). Partnership arrangements with CBOs may include provisions to enable the communities themselves to contribute additional labour, materials, and/or cash towards the implementation of activities.

The CO should budget ample time during the planning phase to carry out the processes involved in assessing, selecting and formalizing engagement with partners, including any contracting and procurement actions, and consider time-saving measures that may be applied, such as the UNDP [fast-track procedures](#). Agreements with the implementing partner and responsible parties should be developed with well-defined roles and responsibilities, including those of UNDP.

One example of the implementing partner/responsible party arrangements for a community infrastructure project, taken from the UNDP Indonesia experience, is outlined in the diagram below:



## 2.6. OPERATIONAL SUPPORT

Operational support encompasses finance, HR, procurement, security, IT/data-base and administrative aspects. In a post-disaster setting, the most commonly reported operational challenges relate to issues of physical access, procurement and transport. Many projects report initial time delays due to these issues, which are often compounded by operational procedures that may be appropriate in normal operating situations but overly cumbersome in fast-paced crisis environments. Dedicated UNDP [fast-track procedures](#) can be sought in a post-crisis environment. These serve to increase the operational and financial agility of county offices and enable rapid staffing and procurement of essential goods and services.

In addition to organizational measures to accelerate and simplify administrative processes, UNDP COs will need to prime local committees for the review and approval of bidding documents, as there will be considerable pressure placed on the procurement and contracting teams. Fast-track procedures do not erase responsibilities and accountabilities for proper utilization, oversight, monitoring, and reporting. The CO will need to ensure sufficient procurement, HR, and administrative capacity to cope, particularly as it may also be affected by the crisis.

### Box 2. Procurement in the aftermath of a natural disaster

Chief among operational considerations in the aftermath of a natural disaster is ensuring that there is a ready supply of both the quantities and quality of cement, timber, steel and other core materials for reconstruction. This will be a critical challenge for the project to address in order to be able to make a swift start on site. Obtaining materials at the right price locally will present a further challenge, be aware that collusion between local suppliers and a general shortage of materials in the wake of the disaster can combine to hike up the price. Sourcing materials from outside of the country may prove cheaper, but may entail longer lead times and delay the start of the project on site. An assessment of the local markets is required to understand the availability and price of materials. It is beneficial to conduct monthly price surveys to monitor the possibility of price inflation.

Ways to ease contracting in crisis situations include capacity mapping/assessments in order to identify likely partners; entering into longer-term partnerships with assessed CSOs (as in [Sri Lanka](#)); having standard agreements drafted and at the ready with potential responsible parties based on their expertise and comparative advantages, etc. In high-risk countries contingency planning is definitely prudent and recommended. UNDP should also keep an updated list of private sector companies that can be contracted in the implementation of community infrastructure projects.

As far as possible local procurement should be promoted provided there is no compromise on quality results. The Procurement Support Office (PSO) within the UNDP Bureau of Management (BOM) has a site to support COs with [crisis procurement](#) which hosts a range of emergency procurement tools.

## 2.7. PARTNERSHIPS

The following agencies are among UNDP's potential partners in community infrastructure rehabilitation. A quick assessment of local service providers' capacity and quality of services followed by training and other support is useful.

**TABLE 5. KEY PARTNERS**

Prospective partner agency	Area of partnership	Country
UN Human Settlements Programme (UN HABITAT)	Issues pertaining to housing and settlements (community-based approaches, secure tenure, etc.), formulating guidelines on community mapping and basic building codes.	Indonesia, Myanmar
International Labour Organization (ILO)	A useful partner for community infrastructure rehabilitation through which core engineering and training capacity can be sourced.	Indonesia, Myanmar, Somalia, Sri Lanka
World Food Programme (WFP)	Partner when community infrastructure rehabilitation is combined with food-for-work assistance.	Sri Lanka
Food and Agriculture Organization (FAO)	Supports the recovery of agriculture-related livelihoods and provide technical assistance for infrastructure rehabilitation pertaining to agriculture and fisheries.	Honduras, Indonesia, Somalia
Office of the UN High Commissioner for Refugees (UNHCR)	Supports reintegration of IDP communities.	Sri Lanka, Indonesia
UNITAR	Supports disaster-affected countries/territories with satellite-based information that can help facilitate the planning and management of emergency response and recovery programmes.	Somalia, Lebanon
UN Volunteers (UNV)	Can enhance the implementation capacity of programmes; expertise in strengthening local and community-level capacity and participation.	Indonesia
UN Environment Programme (UNEP)	Partner in environmentally-friendly programming or conducting environmental studies.	Indonesia, Lebanon
UN Children's Fund (UNICEF)	Support to rehabilitation of water and sanitation facilities (e.g. drinking water, rehabilitate ponds, provide water storage tanks and build latrines for individual households)	Myanmar
CSOs	Local CSOs can contribute labour, skills, materials, equipment, technical knowledge, and other support to project implementation. I-NGOs such as Red Cross/Red Crescent, Mercy Corps, International Relief and Development, Premiere Urgence, Instituto per la Cooperazione Universitaria and others have partnered with UNDP to support the building back better of entire communities and restoring basic infrastructure through cash-for-work.	All contexts

## 2.8. MONITORING AND EVALUATION

UNDP will need to monitor the effects of each project with particular vigilance, paying special attention to the impact that the project has in getting the community back to work, skills training and employing local people in reconstruction or repair activities. Formal structures and processes will need to be securely in place for the systematic performance monitoring of implementing partners. The rush to contract and visibly start work on the ground can create ideal conditions for fraud, largess, cronyism and corruption. Monitoring needs to focus on critical points in the procurement and construction process to minimize this. Establishing a hotline for complaints through SMS or email is also advisable. Monitoring can be bolstered by recruiting independent agencies such as specialized NGOs, private sector companies or academic institutions. Maintaining the distinction between implementers and monitors is important to maintain integrity, combat corruption and avoid low-quality reconstruction. Community oversight and participation in monitoring can be vital to ensuring that the community obtains high-quality rehabilitated infrastructure that really is 'built back better'.

The principles below are meant to inform planning, monitoring and evaluation in conflict settings. They apply to all development interventions undertaken in crisis settings and also to interventions which are aimed specifically at conflict prevention and recovery:

1. All programming needs to be sensitive to the tensions or to potential or actual conflicts, and be conducted in such a way as to minimize, not heighten tensions, and where possible to reduce them;
2. The security of all involved (project staff, beneficiaries/participants, entities responsible for M&E, etc.) needs to be assessed, monitored, and factored into all decisions;
3. Crisis settings are characteristically dynamic, and it is not unusual for changes to happen quickly. Therefore, flexibility needs to be built in and around the need to re-visit programming objectives to ensure they are still appropriate to the situation, as well as over the timing and appropriate methods of data collection; and
4. A monitoring and evaluation framework and system must be established during the design of any project and be in operation from the time that implementation begins in order to provide a basis for effective management and reporting of progress against planned results. The project budget should include provision for adequate human and financial resources for M&E. Guidance is available in section 2.9 of the Defining a Project section of the POPP and the UNDP [Handbook on Planning, Monitoring and Evaluating for Development Results](#). Further guidance is available in the [UNDP/BCPR Compendium for Planning, Monitoring and Evaluation in Conflict Prevention and Recovery Settings](#).

## 2.9. COMMUNICATIONS STRATEGY

A communications strategy for a community infrastructure rehabilitation project provides an important mechanism to get key messages out to the following audiences:

1. **Beneficiaries/participants** - who need to be aware of opportunities to participate in consultations, prioritization and selection exercises, training and employment – including the duration of employment, selection criteria, etc.;
2. **Government and local authorities** - need to be kept abreast of progress in order to promote their leadership and engagement; and
3. **Media, donors, and the general public** - in order to inform them of progress and sensitize them to potential issues before misinformation occur. This may include organizing site visits.

The communications strategy should include a strong public information component that clearly articulates the areas of responsibilities between UNDP, the government and other stakeholders. This serves the dual purpose of mitigating the risks to the organization, as well as instilling a sense of ownership in the programme.

The strategy should be backed up by a dedicated project budget line that can be used to finance a range of key tools and activities (e.g. videos, radio messages, flyers, website, etc.). Examples of practical and effective communications tools used in UNDP emergency employment projects include:



- Development of a public website that has the capability to map the location and track the progress of all projects. The site provides transparency and accountability and promotes visibility of the results achieved; and
- Broadcasting of periodic radio and television documentaries about progress can generate general public awareness.

## 2.10. RESOURCE MOBILIZATION

The [UNDP Crisis Response website](#) provides guidance to COs for accessing common internal and external sources of funding in crisis and post-crisis settings, including [emergency grants](#), [seed funding for UNDP Early Recovery interventions](#), and [non-UNDP administered funding options](#). The table below provides some guidance on entry points for resource mobilisation.

**TABLE 6. RESOURCE MOBILIZATION OPPORTUNITIES**

Entry point	Description
Portfolio restructuring	When starting a community infrastructure project, UNDP offices should look at the possibility for restructuring their programme portfolio based on the needs of crisis-affected communities. UNDP can involve donors in the portfolio review and request reallocation of funds for recovery programmes. TRAC resources can be used flexibly to respond quickly to the emergency.
Consolidated Appeal Process (CAP)	A Flash Appeal (FA) or a Consolidated Appeal (CA) are multi-agency funding and advocacy tools that are common in humanitarian action contexts. An FA is developed following a sudden-onset emergency and is a tool for structuring a coordinated humanitarian response for the first three to six months of an emergency. It is issued within one week of an emergency and is triggered by the UN Humanitarian Coordinator in consultation with all stakeholders. A CAP is launched on an annual basis in countries where there are humanitarian needs and is a tool for aid organizations in a country or region to raise funds and plan, implement and monitor their activities together. Guidelines, templates, and best practices examples on the Flash Appeal and CAP are available on the <a href="#">Policy and Guidance page</a> of the OCHA CAP website.
Emergency Response Fund (ERF)	An un-earmarked pooled funding mechanism which funds priority needs and is managed by OCHA on behalf of the Humanitarian Coordinator. ERFs are in-country funding mechanisms which is accessible by NGOs and UN agencies. An ERF finances projects addressing immediate needs with positive spin-offs for the wider community. In the past, emergency employment projects linked to community infrastructure rehabilitation have been funded through ERFs. More information about ERFs can be found on the <a href="#">Humanitarian Financing page</a> of the UN OCHA website.
Central Emergency Response Fund (CERF)	The CERF is managed by the Emergency Relief Coordinator/OCHA and provides rapid initial funding for life-saving assistance at the onset of humanitarian crises, and critical support for poorly funded, essential humanitarian response operations. The CERF grant component has two windows; one for rapid response and one for underfunded emergencies. More information is available on the OCHA <a href="#">CERF website</a> .
The Peacebuilding Fund (PBF)	The immediate response facility and the peacebuilding recovery facility – the two windows of the PBF – both offer funding opportunities for community infrastructure projects in crisis situations. The PBF has one of its priorities the rebuilding of basic infrastructure, such as for energy, transportation, safe drinking water and proper sanitation. All proposals for funding from the PBF must be submitted through the office of the Senior UN Representative in-country. All PBF funding is disbursed to Recipient UN Organizations. NGOs and CBOs/CSOs cannot access the PBF directly; however they may implement projects through partnership arrangements with eligible agencies and organizations. For more information access the <a href="#">PBF website</a> .
Crisis Prevention and Recovery Thematic Trust Fund (CPR TTF)	A fast and flexible corporate funding mechanism that can be used for immediate crisis response as well as for strategic investment into CPR programmes. The country window of the <a href="#">CPR TTF</a> can be used as a fast way of channelling resources to COs. A simple exchange of letters or a standard contribution letter is sufficient. A signed project document is necessary at the stage of disbursement. Guidance on how to access CPR TTF funding is available on the UNDP <a href="#">POPP</a> . Contact <a href="mailto:BCPR@undp.org">BCPR@undp.org</a> for a focal point in BCPR NY for the CPR TTF.
Donors	Financing for UNDP community infrastructure rehabilitation projects have come from a diverse range of donors. Through a range of instruments, including the <a href="#">CPR TTF</a> , as well as cost-sharing agreements signed at the country level, many traditional and non-traditional donors have funded such projects in response to specific requests from the UNDP Administrator.

## 2.11 QUICK CHECKLIST - PLANNING A COMMUNITY INFRASTRUCTURE REHABILITATION PROJECT

The following tool has been devised to assist COs to quickly review the main planning stages of the project.

CHECKLIST FOR THE PLANNING PHASE: DEVELOPING THE PROJECT DOCUMENT	
Key Steps	Questions
Assess needs and available capacity	<ul style="list-style-type: none"> <li>• Are there disaster impact and needs assessments available to inform the design of a project?</li> <li>• Have the consequences of the crisis from a community infrastructure perspective been appropriately addressed, including for vulnerable groups?</li> <li>• Have the strengths, weaknesses and capacities of prospective partners been assessed?</li> </ul>
Consult with partners	<ul style="list-style-type: none"> <li>• Has a national focal point for community infrastructure been identified and has the government and other partners, including beneficiary communities, been consulted on the design of the project?</li> <li>• Are the intended results attainable considering the context, constraints, resources and time scales?</li> </ul>
Assessment of risks	<ul style="list-style-type: none"> <li>• Have overarching and specific risks and mitigation measures been identified and integrated into the project, including the budget?</li> <li>• Has a conflict/disaster, environment, and gender lens been applied in the strategy?</li> <li>• How will the project be fully sustained after it ends?</li> </ul>
Communications	<ul style="list-style-type: none"> <li>• Has the project approach been sufficiently communicated and consulted with communities?</li> <li>• Is there a budget for communications plan for reaching out to all stakeholders?</li> <li>• Has the project maximized use of information and communications technology (ICT) and web-based tools (also applicable for monitoring, below)?</li> </ul>
Mobilize resources	<ul style="list-style-type: none"> <li>• Has the on-going programme portfolio, especially any area-based type programme, been adjusted towards crisis needs in consultation with Government, donors, and development partners?</li> <li>• Have humanitarian funding sources been approached?</li> <li>• Have donors been approached directly?</li> <li>• Has HQ support been rallied for funds?</li> </ul>
Coordination	<ul style="list-style-type: none"> <li>• Has a coordination mechanism been established to define roles, areas of cooperation, and division of labour among partners, for example, within a UNDP-led cluster for specific early recovery areas?</li> </ul>
Monitoring results	<ul style="list-style-type: none"> <li>• Have realistic outputs with clear indicators been defined and has a system been designed to monitor and evaluate the project at output and impact level?</li> </ul>
Management arrangements	<ul style="list-style-type: none"> <li>• Has the CO hosted the LPAC and assembled key project partners to act as the Project Board?</li> <li>• Have the correct modality(ies) been applied and the correct processes followed (including procurement) for selecting the Implementing Partner and the Responsible Parties?</li> </ul>
CO and project human resources	<ul style="list-style-type: none"> <li>• Has the CO capacity been assessed and the need for additional capacity at office and project level been addressed?</li> <li>• Has the staff profiles needed to implement the project been reviewed?</li> </ul>

For a more detailed checklist which combines the key steps for the planning and implementation phases, please refer to the the Community Infrastructure [page](#) of the UNDP Signature Products website.

### 3. PROJECT IMPLEMENTATION



*A UNDP project in southern and eastern Somalia supports recovery of conflict-affected communities through community infrastructure rehabilitation. This photo shows members of a participating community in the Bay region working to construct a water catchment. Photo credit: UNDP Somalia*

This section looks at the implementation challenges that will need to be addressed if UNDP is to turn the objectives outlined in the previous two sections into practical actions as quickly as possible. Project implementation is framed within three main phases over a period of up to two years.

This section looks at some key implementation issues that will need to be addressed if UNDP is to turn the concepts and objectives outlined in the previous two sections into practical action as quickly as possible. Project implementation is framed within three main phases over a period of up to two years. The section will cover:

1) measures to accelerate the start of project implementation, 2) phases of implementation, 3) areas of intervention, 4) ensuring a community driven and guided approach to implementation, 5) coordination, information management and effective communications, 6) maintaining quality relationships with national and local counterparts, 7) the participation and empowerment of women, 8) environmental sustainability, 9) disaster risk reduction measures, 10) ten guiding principles for building back better, and an 11) implementation phase checklist.

The section ends with a quick summary of some of the results achieved through implementation of past community infrastructure rehabilitation projects.

### 3.1. WAYS TO ACCELERATE PROJECT IMPLEMENTATION?

In order to operate effectively in the immediate aftermath of crises, it is important to engage quickly. Table 7 below outlines a series of actions that can help accelerate project implementation.

**TABLE 7. TOOLS AND APPROACHES FOR ENGAGING QUICKLY IN CRISIS AND POST CRISIS SETTINGS**

Pre-position potential partners	The fastest way to commence a project is by ensuring that the engagement of project partners is completed as soon as possible (in a DIM environment when UNDP is the implementing partner, this implies the engagement of responsible parties). The CO can prepare by being familiar with the various modalities of engaging CSOs, the procedures involved in engaging different types of responsible parties, including contracting/procurement processes, and taking steps to fulfil them as early as possible.
Provide guidance and support to potential responsible partners	<p>Provide local pre-qualified NGOs or CBOs who are potential partners with guidance and support - such as information or training sessions - instead of simply publishing the call for infrastructure rehabilitation proposals. For example, provide CBO/NGO partners with simplified operational manuals including formats for submitting proposed infrastructure rehabilitation activities, design and estimation of community infrastructure schemes, monitoring, reporting, etc.</p> <p>For more information on how to develop a manual, see <a href="#">the Community Infrastructure page of the UNDP Signature Products website</a>.</p>
One funding mechanism	Channel resources through one fund, where possible. The CPR TTF has country windows and very simple donor contribution formats. Involving UNDP headquarters in all administrative steps of signing donor agreements, with harmonized reporting cycles can save the CO a lot of time in the midst of a crisis.
Capacity injection	As necessary, access temporary capacity support through the UNDP <a href="#">SURGE</a> and <a href="#">ExpRes</a> mechanisms, managed by BCPR. Support is available to UNDP COs in a range of profiles. Additional generic TORs for specialized positions (Team Leader, DRR Specialist, Engineer, Livelihoods Specialist, Gender and Diversity Specialist and Environmental Specialist) are available on the Community Infrastructure <a href="#">page</a> of the UNDP Signature Products website.
Application of fast track procedures	Submit a request for application of UNDP <a href="#">Fast Track Policies and Procedures</a> .
Coordination	As early as possible, establish an effective coordination structure with other organizations operating in the same area, e.g. within the UNDP-led cluster for specific early recovery activities and/or within government, in order to ensure leadership and coherence of interventions.
Procurement and financial transfers	For projects where UNDP will directly procure materials for the rehabilitation work, early attention to procurement is important. Procurement plans should accompany work plans. Accurate bills of quantities—itemizing the quantities of materials, parts, and labour required to construct or rehabilitate each specific structure and the related costs—will be needed. When a financial intermediary is needed for the disbursement of cash wages (e.g., a bank, microfinance institution, money transfer company), or via the 'better than cash alliance', start the procurement process at a very early stage.
Cash-flow planning	To ensure that the correct amounts of cash will be available for distribution to workers on schedule, prepare a quick cash flow plan.



## 3.2. PHASES OF IMPLEMENTING COMMUNITY INFRASTRUCTURE REHABILITATION

A systematic and coherent implementation strategy should be devised to ensure that the recovery of community infrastructure starts as early as possible and meets the immediate, medium and longer-term needs of the affected community. The main objectives of the three major phases of community infrastructure rehabilitation have been summarized in the table immediately below.

**TABLE 8. OBJECTIVES OF COMMUNITY INFRASTRUCTURE REHABILITATION BY PHASE**

Phase	Objectives
Immediate timeline: 2-8 weeks	<ul style="list-style-type: none"> <li>• Restore/repair critical communication facilities to support life-saving operations and the supply of relief;</li> <li>• Repair and purify drinking water sources, clean ponds, restore sanitation facilities to mitigate secondary health hazards;</li> <li>• Restore telecommunications networks and early warning systems to support information dissemination and better coordination;</li> <li>• Clear rubble from the community road network and carry out emergency repairs to community roads to facilitate access; and</li> <li>• Begin to develop more systematic medium and long-term recovery plans for damaged community infrastructure including technical designs, drawings etc through a multi-stakeholder approach that engages affected communities in the survey and prioritization of damaged infrastructure.</li> </ul>
Medium-term timeline: 2-12 months	<ul style="list-style-type: none"> <li>• Lend support to local authorities engaging with affected communities in order to prioritize community infrastructure rehabilitation, using community mobilization methods that where possible enables the work to be completed in a labour intensive manner, pro-poor recruitment and management and maintenance plans;</li> <li>• Provide capacity development and training in the design and implementation of rehabilitation infrastructure;</li> <li>• Implement activities that support the immediate resumption of community livelihood and economic opportunities;</li> <li>• Complement spontaneous community efforts for the recovery of minor infrastructure; and</li> <li>• Ensure alignment with long-term sustainable development objectives as set out in local and national development plans and programmes.</li> </ul>
Longer-term timeline: 2-18 months	<ul style="list-style-type: none"> <li>• Build capacity and strengthen community institutional mechanisms for implementation and participatory monitoring of community infrastructure recovery programmes;</li> <li>• Develop the capacity of local government institutions, NGOs and community based organizations for coordination, planning, implementation and sustainability of infrastructure; and</li> <li>• Promote community awareness for safety standards, disaster risk reduction and build a culture of resilience at the community level.</li> </ul>

## 3.3. AREAS OF INTERVENTION

Once the identification and prioritization of individual community infrastructure schemes has been undertaken and financing secured for their reconstruction, the task of designing straightforward engineering solutions, and undergoing any relevant tendering and contracting processes is not complicated and can be readily pursued in accordance with UNDP's standard procedures. A particular contract may cover one or multiple schemes, which correspond to different areas or sectors such as water, health, education, agriculture, energy and ICT. There are many similarities in the approaches to rehabilitating community infrastructure across the different areas/sectors. This is illustrated in the next table, which details the key considerations and activities for community infrastructure rehabilitation in two sample areas of intervention: roads and water and sanitation.

**TABLE 9. COMMUNITY INFRASTRUCTURE REHABILITATION IN TWO AREAS OF INTERVENTION**

Area	Key considerations	Key activities
Community roads	<ul style="list-style-type: none"> <li>• Repair, reconstruction and upgrade community access roads;</li> <li>• Building back better through better quality roads, safer standards with proper provision for drainage;</li> <li>• Maximum utilisation of locally available materials and resources, including temporary employment of labour throughout the process;</li> <li>• Undertaking community infrastructure rehabilitation in close partnership with local authorities, community leaders, NGOs and community based organizations; and</li> <li>• Timeline: work can typically commence within one month of the disaster, and should conclude within 6-12 months, running for up to 18 months in some cases depending on the scale of the damage and nature of the activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Identification and prioritization of community roads and related structures for restoration;</li> <li>• Restoration of community access;</li> <li>• Support for the livelihoods recovery of the affected population;</li> <li>• Creation of short-term employment opportunities for poor and unemployed people in the affected communities;</li> <li>• Promotion of “build back better” by adopting risk reduction measures;</li> <li>• Selection of labour-intensive methods and techniques where appropriate taking into account local practices and resources;</li> <li>• Establishment of work programmes for the repair, upgrading and reconstruction of community roads and structures;</li> <li>• Participation of female workers;</li> <li>• Simultaneous undertaking of environmental measures, such as tree planting, slope stabilisation and removing drainage congestion;</li> <li>• Conducting training for local masons and workers in skilled labour methods and resilient construction options;</li> <li>• Instituting mechanisms for community based monitoring; and</li> <li>• Linking community level roads and access, repair and reconstruction of bridges, culverts, retaining walls and the stabilisation of hill slopes.</li> </ul>
Water supply and sanitation	<ul style="list-style-type: none"> <li>• Restoration of community based water supply and sanitation facilities including community wells, ponds and water supply sources, water treatment plants, and water distribution pipes;</li> <li>• Set-up and installation of improved or new facilities that are environmentally friendly, energy efficient, and promote safety/reduce risk (e.g. facilities for rainwater harvesting, low-cost latrines to mitigate risk of health hazards such as diarrhea);</li> <li>• Maximum utilisation of locally available materials and resources, including temporary employment of labour throughout the process;</li> <li>• Undertaking community infrastructure rehabilitation in close partnership with local authorities, community leaders, NGOs and community based organizations; and</li> <li>• Timeline: work can typically commence within one month of the disaster, and should conclude within 6-12 months, running for up to 18 months in some cases depending on the scale of the damage and nature of the activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Identification of priority water and drainage structures critical for rapid livelihood restorations of the affected populations;</li> <li>• Restoration of small-scale water resources and drainage infrastructure including small jetties, irrigation channels, pump houses etc.;</li> <li>• Recovery and improvement of water and sanitation conditions;</li> <li>• Restoration of community-based solid waste management;</li> <li>• Participation of female workers;</li> <li>• Selection of labour-intensive methods and techniques where appropriate, taking into account local practices and resources;</li> <li>• Creation of short-term employment opportunities for poor and unemployed people in the affected communities;</li> <li>• Establishment of work programmes for the repair, upgrading and reconstruction of water resources and drainage infrastructure;</li> <li>• Instituting mechanisms for community based monitoring; and</li> <li>• Conducting training for local masons and workers.</li> </ul>

It is important to note how closely the local economy is tied to the effective and efficient functioning of community infrastructure. For any area of intervention, it is important to prioritize the rehabilitation of infrastructure that will enable the rapid recovery of the economy in the immediate aftermath of a natural disaster. This also gives oxygen to the revival of small enterprises – most commonly the life-blood of local livelihoods. The rehabilitation of community infrastructure is therefore highly complementary to the provision of emergency cash grants and access to micro-finance, replacement tools and minor items of machinery as well as to training and capacity building to enable community enterprises to quickly return to “business as usual.” The complementary [Guidance Note on Emergency Employment and Enterprise Recovery](#) also elaborates upon these themes in more detail.

### 3.4. ENSURING COMMUNITY-DRIVEN AND GUIDED IMPLEMENTATION

It is essential to ensure that within the initial assessment phase and throughout implementation of the community infrastructure rehabilitation project that its direction is guided by the participation and insights of the affected communities themselves. The training and employment benefits and the social cohesion and community solidarity that full participation generates are important intangible benefits arising from the project. Community empowerment is an incremental, evolving and perpetual process, but a critical window of opportunity is provided through the planning processes to build community capacity and ownership. The implementation of a community approach, although more complex and time-consuming, greatly enriches the process and contributes to the wider aims of the project. Such endeavours are nevertheless worthwhile to ensure that affected communities remain at the heart of the project and which leads directly into conversations with the community about their longer term economic and social recovery aspirations.

#### Box 3. Community engagement - UNDP Myanmar

In Myanmar, an initiative to train community youth on theatre for development became an important medium for providing psychosocial support and awareness-raising to local communities. The trained youth initially travelled to 156 villages to present plays on development-related themes. The increasing popularity of the initiative led to increased numbers of participants and a demand from villagers to expand the repertoire of topics to plays related to disaster risk reduction, disabled and elderly, and energizing idle youth, among others. Due to the positive results, the initiative was expanded to another 160 villages in Delta townships and also led to the provision of advanced training on Theatre for Development. This approach was also adopted by UNFPA to enhance awareness raising activities on gender-based violence.

Capacity building and training for communities and local government institutions should include specialized training for local engineers, masons, carpenters etc.; on disaster resilient construction techniques and methods. The capacity building process should offer opportunities for local officials and community leaders to be exposed to disaster resilient technologies. Suggested training activities that can be offered as part of the early recovery process can be found at the Community Infrastructure [page](#) of the UNDP Signature Products website.

### 3.5. COORDINATION, INFORMATION MANAGEMENT AND EFFECTIVE COMMUNICATIONS

Coordination, information management and communications are relevant in any project setting, but their importance for successful implementation of the project is heightened in a disaster response situation. Because communities themselves often lack coordination and communications capacity, the responsibility is therefore placed on the assessment and implementation teams to initiate and sustain regular coordination meetings as well as clear and systematic communication activities. For additional relevant documents on coordination challenges and objectives and key principles for information management, see the Community Infrastructure [page](#) of the UNDP Signature Products website. It is vitally important to ensure that sufficient professional and financial resources are assigned to these functions. A well-coordinated and communicated project ensures that the project is viewed in a good light and well represented.

#### Box 4. Communication and access to information - UNDP Indonesia

In Indonesia, to improve access to information for internally displaced persons, and to promote the dissemination of public information, UNDP distributed 35,000 wind-up/solar radios to tsunami-affected areas. This was based on an information assessment and distribution map prepared by the NGO Internews. Distribution was supported by the International Organization for Migration (IOM) and UN-HABITAT. The radios also served as tools for UNDP's Disaster Risk Reduction programme as they were designed to be powered through a full range of energy sources including dynamo (wind-up) and solar energy, in addition to batteries or electricity. This ensured accessibility to emergency broadcasts in any future disasters.

On the other hand, a project that fails to coordinate or communicate its activities can often struggle to recover once a tainted image has befallen it. A measured communications campaign can help to disseminate important information at the various stages of the project, help secure favourable local appeal, and acknowledge key milestones in the projects' progress.

### 3.6. MAINTAINING QUALITY RELATIONSHIPS WITH NATIONAL AND LOCAL COUNTERPARTS

Maintaining high-quality relationships throughout the implementation of the project with national and local government counterparts including local departments remains a vital function of the UNDP CO leadership as well as the project manager. Periodic bilateral meetings should be scheduled, possibly before quarterly Board meetings to provide briefings at the Minister/Deputy Minister level. This will help to ensure ownership, leadership and an open conduit of consultation between UNDP, the project and the host Government. Ideally, national and local focal points will be appointed in order to support day-to-day operations and ensure that projects are implemented both through and with the full endorsement of the host authorities and that capacity building and institutional strengthening is systematically pursued and reviewed at key stages.

In addition, the focal point is also required to ensure that the community infrastructure project is fully integrated within the national policy and strategy context. For example, there should be a good fit between the prioritized community infrastructure projects and the Government's local, regional or national development plan. While the selection of the national focal point might be out of the control of UNDP and reside with the government, considerable efforts will need to be made to ensure that an open and professional relationship is maintained at all times. The periodical hosting of strategic consultations with national partners and the calling of Board meetings to ensure the smooth running of the project should both be featured within the project implementation plan.

### 3.7. WOMEN'S PARTICIPATION AND EMPOWERMENT

Gender-based divisions and inequalities place a heavier burden on girls and women in comparison to boys and men in most developing countries. Women's common vulnerabilities in disaster situations include lack of access to early warning messages, restriction in their mobility due to socio-cultural barriers, dependence on male partners for decision making, higher risk of sexual abuse and attack, and special needs during pregnancy and breast feeding, etc. Yet the full participation and empowerment of women in the planning, prioritization and rehabilitation of community infrastructure projects, as outlined below, can have a positive and transformative effect.

Hence, assessment and implementation teams should create opportunities to discuss and validate gender-based information during community consultations throughout the life of the project. It is recommended to initiate a consultative process at the local level or to organise focused group discussions to determine key issues and barriers that create gender inequalities and to explore opportunities and options for reducing gender gaps and maximising the participation of women in the recovery process. Gender training should be undertaken to promote community understanding and appreciation of gender equality and issues of diversity. Men's and women's roles in the recovery phase are guided by context-specific gender relations, and their coping skills and capacities to recover are different.

In many poor and developing countries, women's educational opportunities are also often limited due to social/cultural expectations and their extensive domestic responsibilities. Women may therefore have limited access to knowledge and information about how to react during and after disasters and conflict.

#### Box 5. Gender empowerment through the use of local knowledge - UNDP Honduras

After the earthquake in Honduras, many members of the most marginalized ethnic group in Honduras, the Tolupan, lost their homes. The UNDP CO immediately started the process of support to the government and to the affected communities to find a solution to rebuild their homes while respecting the cultural identity of the ethnic group. The UNDP project incorporated innovative approaches, by building houses made with local materials (mud and wood), and implementing Rapid Rural Appraisal methodologies and DRR techniques through focal groups (including specific women's groups) and the design of the cash for work and food for work activities. The project has had a positive impact on the self-esteem of the communities about their capacities and their culture and has also empowered women by increasing the leadership of women.



They may also be marginalized in consultation, information, opportunities and decision-making processes within their communities. Women and youth need to be involved in the community infrastructure rehabilitation process and trained where possible so they can benefit from access to improved social and economic opportunities and contribute to the rebuilding and betterment of their communities. Employment and income generating opportunities can also be extended to women through community infrastructure rehabilitation projects.

Women are perfectly capable of being trained in construction trades and can also benefit from employment as team leaders or superintendents. Care should be taken to ensure that women are not placed at a disadvantage compared to men in terms of their remuneration. Some community infrastructure projects have, through NGO partners, provided women with temporary employment by allocating tasks such as training, monitoring, public awareness, cooking, administration, communications, logistics and other activities.

### 3.8. ENVIRONMENTAL MANAGEMENT

The recovery of community infrastructure must integrate strategies that ensure that national (and international) environmental standards are complied with and appropriate mitigation measures are in place where environmental rules and standards exist. Often many developing countries do not have or do not comply with environmental rules or standards. Natural disasters may destroy, in addition to human lives, ecological resources and the potential risk exists that this may be exacerbated during the recovery phase, which may in turn lead to further increased risk of natural hazards. For example, using wood as construction material for recovery may lead to unsustainable use of forest resources and cause decline in the forest coverage that earlier served as a protection against cyclones and storm surges.

As part of sound environmental practices, strategies for community infrastructure rehabilitation should include recovering, reusing and recycling debris (see further [the Guidance Note and Comparative Experiences Paper on Debris Management](#)) to use as building material where possible. The rebuilding of structures represents an opportunity to promote eco-friendly and traditional approaches to the formulation, design and maintenance of community infrastructure. For example, the reconstruction of roads, slope protection and embankments should include planting local varieties of native trees. Bio-gas technologies and the composting of bio-fertilizer may be considered during the rebuilding of community based solid waste management.

### 3.9. DISASTER RISK REDUCTION MEASURES IN COMMUNITY INFRASTRUCTURE REHABILITATION

When restoring community infrastructure, every effort should be made to reinforce durable disaster resilient structures that safeguard community lives and protect livelihoods from future shocks. Disaster risk reduction must drive the recovery process in a manner that effectively mitigates the risk of future disasters. In many developing countries, community-based risk reduction does not exist at the local level. Hence, in the wake of a natural disaster, a community-level needs assessment should determine risk and identify immediate, short and medium-term measures that reduce disaster risks and vulnerabilities, as well as how to enhance the capacity of communities to deal with the prospect of future disasters.

It is important to consider disaster risk reduction measures within the process of planning, designing and implementing community infrastructure rehabilitation schemes. An action plan for disaster risk reduction may be drawn up as a result of the consultative process which could then serve as the basis for integrating disaster risk reduction actions within the recovery programme. More on disaster risk reduction in community infrastructure recovery such as understanding of disaster risks in community infrastructure sector; suggested training activities that can be offered as part of the early recovery process and considerations for DRR measures can be found on the Community Infrastructure [page](#) of the UNDP Signature Products website.

### 3.10. BUILDING BACK BETTER – 10 GUIDING PRINCIPLES FOR IMPLEMENTING COMMUNITY INFRASTRUCTURE REHABILITATION

1. Support communities to play a lead role at all stages in the project design and implementation in order to reflect their values, needs and expectations;
2. Strengthen institutions, partnerships, coordination and understanding between agencies and the community;
3. Integrate gender considerations that maximize the participation, empowerment, training and employment for women, whilst ensuring sensitivity to cultural and social norms;
4. Maximize the provision of training for skills development, and combined this with labour-intensive technologies and an appropriate use of machinery;
5. Maximize the use of local resources, materials, tools, equipment, knowledge and ensure that maintenance arrangements are community-led and sustainable;
6. Ensure effective coordination and communications to manage expectations and key relationships;
7. Make a commitment to a high level of transparency and accountability in decision-making and resource allocation;
8. Integrate disaster risk reduction practices and community coping mechanisms, including adherence to engineering standards, building codes and construction materials and compliance with local legal and planning provisions;
9. Ensure a strategic fit between the short-term project goals and longer-term recovery and economic development policies; and
10. Support national leadership, capacity building and institutional development throughout the project.

### 3.11. QUICK CHECKLIST - IMPLEMENTING A COMMUNITY

#### CHECKLIST FOR PROJECT IMPLEMENTATION

- Ensure early operational planning and apply for needed operational support (e.g. UNDP fast track procedures, temporary personnel through the SURGE and ExpRes deployment mechanisms).
- Develop a Procurement Plan when UNDP will directly procure materials for rehabilitation work, as well as a Cash-flow Plan, when rehabilitation activities are performed on a cash basis (ensure that the procurement process begins at a very early stage when a financial intermediary is needed for disbursement of cash wages).
- Develop an operational manual and offer information and training to potential responsible parties (e.g. local NGOs and CBOs).
- Set up criteria and process for selection/prioritization of schemes for community infrastructure rehabilitation, through participatory consultations with local stakeholders including communities and local authorities.
- Set up local committees to identify crisis-affected individuals to undertake the rehabilitation work.
- Provide capacity development and training to local government institutions, NGOs and community based organizations on various aspects of infrastructure rehabilitation throughout the implementation process.
- Implement M&E strategy.
- Implement Communication Strategy (and Coordination strategy if relevant).
- Implement Resource Mobilization Strategy.

For a more detailed checklist which combines the key steps for the planning and implementation phases, please refer to the Community Infrastructure [page](#) of the UNDP Signature Products website on the corporate intranet.

### Box 6. What results did project implementation achieve?

Some of the main results of the seven UNDP community infrastructure projects reviewed in the development of this Guidance Note, and the different contexts in which those results were achieved are presented below:

- In **Bangladesh**, from 2008-2010, in response to floods resulting from Cyclone Sidr and Cyclone Aila, UNDP provided 29,000 of the most vulnerable families whose homes were damaged with financial assistance and materials to rebuild their houses. This was followed by an intervention to build more than 15,000 disaster resilient houses to shelter families who lost their homes. The homes were designed together with the communities, with special attention paid to the needs of women;
- In **Honduras**, UNDP helped provide access to water for 2,100 families, or the equivalent of 35% of the total population of the San Francisco de Coray Municipality in Valle Province, through the rehabilitation of rural water systems and the installation of water storage tanks. This support was provided within the framework of an early recovery project that also included other vital measures, such as emergency employment, to help rural communities recover from drought and the compounded impact of an earthquake in 2007 and tropical storm in 2008;
- In **Indonesia**, as part of its support to the process of post-tsunami recovery in 2006 in Aceh and Nias, UNDP supported the rebuilding of 3,453 houses, rehabilitation of associated infrastructure in ten communities (including 800 schools, 500 health facilities, water distribution networks connected to 1,185 houses) and restoration of key economic infrastructure such as roads, ports, and airports;
- In **Myanmar**, in the immediate aftermath of Cyclone Nargis, UNDP focused its early recovery assistance on the rehabilitation of critical community infrastructure and restoration of livelihoods in targeted villages throughout the Irrawaddy Delta region, starting with 250 of the worst-affected villages in June 2008 and reaching 604 villages by June 2010. Village cleaning created 86,835 labour-days of employment in 2008 and infrastructure rehabilitation created 120,000 labour-days of employment in 2009. Completed community infrastructure schemes benefited over 300,000 residents of the 604 participating villages;
- In **Lebanon**, within one week of the cessation of hostilities with Israel in July 2006, UNDP began supporting the restoration of critical infrastructure for local service delivery, in line with specific priorities set by the municipalities in the relevant villages, towns, or neighbourhoods. 143 affected communities in South Lebanon and four neighbourhoods in the southern suburbs of Beirut benefited from the infrastructure rehabilitation component of UNDP's "quick-start, high-impact" early recovery project. The rapid rehabilitation of street lighting facilities, public buildings (e.g. municipal premises, nurseries, civil defence installations) and water infrastructure facilitated the return of IDPs and encouraged those who had remained to engage in the restoration of their homes and communities;
- In south central **Somalia** from 2008-2010, UNDP supported the rehabilitation of community infrastructure through labour-intensive employment opportunities, coupled with skills development and training in order to improve the beneficiaries' prospects for long-term sustainable employment. Restored infrastructure included internal, feeder, and access roads, river embankments, dams, culverts, various agricultural infrastructure and schools, hospitals, health clinics, markets, water and sanitation facilities, and a district government office. These works enabled greater mobility within and between communities; increased their access to basic services, markets and income generating opportunities; contributed to disaster preparedness, and improved access to water for domestic use, farming, and livestock; and
- In **Sri Lanka**, UNDP has been providing integrated socio-economic recovery assistance to formerly conflict-affected districts in the northern and eastern regions of the country. Temporary employment has been created for 768 people through the community infrastructure component of the project. To date, 484 livelihoods infrastructure units—including irrigation channels, community farms, access roads, and market centers—and 158 social infrastructure units—including community halls, common wells, and playgrounds—have been constructed or renovated. These units have benefited a total of 23,044 families.

## 4. KEY LESSONS LEARNED



*After the 2010 floods in Pakistan, UNDP supported the active participation of women in Sindh in reconstruction and masonry work, some of whom are now earning their livelihoods with skills they gained through UNDP support. Photo credit: UNDP Pakistan*

The following lessons are among the main findings gleaned from UNDP's engagement in community infrastructure rehabilitation in the aftermath of natural disasters and crises. Additional thematic lessons learned are to be found in the [Comparative Experience Paper on Community Infrastructure Rehabilitation](#).

**1. Pre-position NGO/CBO partners in higher risk countries** - undertake DRR risk assessment and capacity training with a core of prospective NGO partners alongside contingency arrangements and framework agreements in anticipation of providing support in major rapid response and recovery scenarios. This can considerably speed up the time it takes for UNDP to move from project design to implementation in the immediate wake of disaster, when time is of the essence. This will reduce transaction costs and planning timeframes during the post-crisis period when they are least afforded. It boosts local capacities, proactivity, and local procurement as the first option and puts the CO onto a sound DRR footing;

**2. Accelerate implementation** - as necessary, apply for activation of the UNDP fast track procedures, request capacity support from the SURGE or ExpRes deployment mechanisms through BCPR, and apply for emergency funding through UNDP and external sources. Another way to expedite recruitment is through the maintenance of a CO roster of pre-approved consultants who possess expertise in various aspects of early recovery and who are familiar with the country. This enables an addition of professional expertise that can be mobilised quickly in crisis situations. The UNDP [Somalia](#) experience is an excellent example of this;

**3. Support the conduct of a Post Disaster Needs Assessment** - a PDNA should commence as soon as possible after the disaster, preferably within the first several weeks and ideally including a community infrastructure expert as part of the PDNA team. A first objective for the team is to support the elaboration of the recovery framework in time for the revision of a humanitarian Flash Appeal - normally issued within five to six weeks following the onset of a disaster. This provides the foundation for more in-depth assessments, on-going recovery and transition to development as the Recovery Framework continues to be more fully elaborated.

Needs identified by the PDNA beyond national capacity may be used as an evidence base for the mobilization of further international resources in support of recovery, e.g. in connection with an international donor conference in response to the disaster;

**4. Contribute to the social contract** - the intangible effects of reconstructing damaged community assets through inclusive participation should not be underestimated. The swift 'building back better' approach through community engagement and social networks also serves to strengthen local ties, friendships, trust, solidarity and resilience. Where local and national authorities are quickly and visibly involved the social contract between citizens and their governments is strengthened;

**5. Invest in social transformation** - community infrastructure rehabilitation can open the door to initiating a process of social transformation, but to do so entails a heavier and more deliberate investment of time and appropriate technical expertise. For social transformation to succeed rapid recovery as a longer-term development goal, UNDP will need to dedicate a stronger multi-disciplinary approach to future community rehabilitation programmes. The recruitment of local facilitators and local engineers able to win the trust and confidence of affected communities represents a good initial step in that direction;

**6. Seek to maximize community capital** - infrastructure rehabilitation schemes must be identified by the community and their benefits must be equitably distributed. Disadvantaged groups should participate in the design and planning as well as in short-term employment and training opportunities created through implementation. Opportunities should be applied equally to women and men. At the same time, there should be a distinction between the "management" of an community infrastructure scheme by the project or project partner to ensure quality and efficiency and the more general "ownership" of the initiative and the resulting infrastructure by the community to ensure sustainability. Sustainability requires the commitment and from the community, including a clear and agreed arrangement in place before repairs commence;

**7. Promote a comprehensive approach to emergency shelter** - while not a usual area of UNDP support as the cluster generally falls under the mandate of UNHCR, the International Federation of Red Cross and Red Crescent Society (IFRC) and other partners like UN-HABITAT, nevertheless, UNDP has proven very effective in advancing more holistic approaches to shelter reconstruction. In some cases, in the context of the reintegration of IDP communities or the rapid reconstruction of badly damaged settlements, UNDP has been able to formulate a more comprehensive development approach to recovery strategies. This has included: sustainable livelihoods and enterprise development; the forging of partnerships with local NGOs; training and capacity building of local stakeholders; links to local services and governance structures, including participatory local development planning; and the incorporation of disaster risk reduction principles;

**8. Quality reconstruction matters** - to literally make 'build back better' a reality, attention to the quality of construction is required. However, in disaster settings, quality can too easily be sacrificed in the rush to improvise the restoration of vital community assets too hastily. Close and regular monitoring by the CO, a skilled engineer and local community representatives must form part of a robust quality control mechanism;

**9. Retain the longer-term development perspective** - a certain inevitability draws interventions in a humanitarian context towards expediency. Notwithstanding this, UNDP programmes need to match the time-critical demands and pressures of operating in a humanitarian environment with locally-driven, inclusive and conflict sensitive approaches that give rise to partnerships and institutions with longer-term, in-built resilience; and

**10. The three "Cs" and knowledge management** - it is vitally important to systematically coordinate, collaborate and communicate throughout the project. This enhances information exchange, reduces duplication, and improves transparency and accountability across all stakeholders. Innovative and diverse communications strategies can assist enormously. A dedication to generating and disseminating knowledge as a collective asset of the whole project is equally vital.



# ANNEXES

## ANNEX 1. TYPOLOGY OF COMMUNITY INFRASTRUCTURE

The chart below contains examples of different kinds of community infrastructure and demonstrates a simple typology (i.e. method of classification) for them, in relation to their basic purpose or contribution in relation to community life.

**CHART 1. SIMPLE TYPOLOGY OF COMMUNITY INFRASTRUCTURE**

<b>Roads and bridges</b>	Local roads, walkways and small-scale pedestrian and road bridges which provide physical, social and economic connectivity (e.g. access to markets and services) as well as the local and national road system beyond.
<b>Water and sanitation</b>	Drainage ditches, channels and drains, piped and boxed culverts, embankments, retaining and protection walls, small water reservoirs, ponds and earthen dams, river inlets and minor irrigations works, shallow wells, pump houses and localized distribution systems, locally-improvised waste disposal and composting plants.
<b>Education and health</b>	Modest educational and health facilities, often in remote areas or informal settlements. These may have been constructed, adapted and managed by the communities themselves with little or occasional outreach or oversight support provided by the respective authorities.
<b>Social and cultural</b>	Locally-run resource centres, childcare facilities, playgrounds, religious centres, graveyards, community centres, multi-purpose halls.
<b>Energy</b>	Off-grid community and household based energy generation and distribution systems, including bio-gas plants, bio-gassifiers, solar home systems for electrification, micro-hydros and community-driven low-cost technical plants.
<b>Economic</b>	Community and household level capital, e.g. the buildings, capital, assets and stocks within micro-enterprises and cottage industries (e.g. crafts, agriculture and fisheries) that produce goods and services. Local marketplaces including covered markets and community shops.
<b>ICT</b>	Small ICT-based installations exist in some communities catering to their need for information, communication and early warning messages. Includes community telephone/internet access points, local communication masts and other improvised communication devices.

It can be very useful to conduct an inventory and classification of community infrastructure in advance of any disaster (based on a detailed typology that covers the key considerations presented in Chart 2, below). Such an exercise can be an important tool for defining a baseline for the community infrastructure sector and support the UNDP CO and partners in planning for post-disaster community infrastructure rehabilitation, specifically:

- Establishing a strong understanding of the key infrastructural vulnerabilities of the affected communities in the region;
- Identifying the infrastructure which is vital to livelihoods recovery for vulnerable communities and setting priorities for infrastructure rehabilitation;
- Producing a design and cost estimation of infrastructure rehabilitation and related activities; and
- Making initial decisions on the specialized expertise that will need to be recruited/deployed or otherwise engaged in order to support the implementation of a community infrastructure rehabilitation project in the affected region.

It is likely that the exercise will have a regional application, since the physical characteristics, intended purpose, and other key attributes of community infrastructure are defined by factors that tend to remain coherent and uniform across any given region (e.g. geography, terrain, climate, construction materials, social and cultural norms).

In the conduct of the inventory, it is important to collect and record information on design, technical characteristics and the disaster vulnerabilities of the community infrastructure, in line with the key considerations presented in the next Chart.

## CHART 2. KEY CONSIDERATIONS FOR CLASSIFICATION OF COMMUNITY INFRASTRUCTURE

Construction method	Knowing the construction method (e.g. earthen, brick, masonry, reinforced concrete, steel-framed, bamboo, etc.) helps to assess structural soundness and vulnerability to external disaster-related shock.
Dimensions	Knowing the physical dimensions of infrastructure supports assessment of damages as well as costing for recovery.
Engineering	Knowing the type and level of engineering techniques and methods applied during design and construction of the infrastructure is of great help for assessing structural vulnerability and for identifying the type of engineering expertise needed for its recovery and its maintenance. Engineering levels may be categorized as 'poor', 'medium' and 'high' based on the technical rigor and management complexity involved.
Vulnerability	Keeping measurements/notes on structural vulnerability, risk exposure, maintenance arrangements and other factors depending on the type of technical management involved is of great use to understand the likelihood and extent of damage.
Brief description	Efforts should be made to very briefly describe the community infrastructure in a manner that helps to understand the technical purpose and how the infrastructure contributes to social and economic benefit in the community.
Livelihoods linkages	Consideration should be given to impact of the infrastructure on local livelihoods.
Other attributes	Other attributes may be considered in the development of a more useful typology for classifying community infrastructure. Examples include: assigning a category number to each type of infrastructure (to support numerical analysis), inclusion of local names, and specifying rural/urban context.

A detailed typology matrix which captures all the considerations above has been developed as a tool for UNDP COs, and can be accessed on the Community Infrastructure [page](#) of the UNDP Signature Products website. It can be used to facilitate preparedness (and planning) for community infrastructure rehabilitation interventions in the event of future disasters.

## ANNEX 2. ACRONYMS AND ABBREVIATIONS

<b>BCPR</b>	Bureau for Crisis Prevention and Recovery	<b>OCHA</b>	Office for Coordination of Humanitarian Affairs
<b>BOM</b>	Bureau of Management	<b>PBF</b>	United Nations Peacebuilding Fund
<b>CAP</b>	Consolidated Appeals Process	<b>PCNA</b>	Post-Conflict Needs Assessment
<b>CBO</b>	Community Based Organization	<b>PDNA</b>	Post-Disaster Needs Assessment
<b>CERF</b>	Central Emergency Response Fund	<b>PSO</b>	Procurement Support Office
<b>CO</b>	Country Office	<b>POPP</b>	Programme and Operations Policies and Procedures
<b>CPR TTF</b>	Thematic Trust Fund for Crisis Prevention and Recovery	<b>UN</b>	United Nations
<b>CPR</b>	Crisis Prevention and Recovery	<b>UNCDF</b>	United Nations Capital Development Fund
<b>CSO</b>	Civil Society Organization	<b>UNDAF</b>	United Nations Development Assistance Framework
<b>DIM</b>	Direct Implementation Modality	<b>UNDP</b>	United Nations Development Programme
<b>DRR</b>	Disaster Risk Reduction	<b>UNEP</b>	United Nations Environment Programme
<b>ERF</b>	Emergency Recovery Fund	<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>FA</b>	Flash Appeal	<b>UNIDO</b>	United Nations Industrial Development Organization
<b>FAO</b>	Food and Agriculture Organization	<b>UNHCR</b>	Office of the United Nations High Commissioner for Refugees
<b>HQ</b>	Headquarters	<b>UNICEF</b>	United Nations Children's Fund
<b>IASC</b>	United Nations Inter-Agency Standing Committee	<b>UNITAR</b>	United Nations Institute for Training and Research
<b>ICT</b>	Information and Communication Technology	<b>UNOSAT</b>	UNITAR's Operational Satellite Applications Programme
<b>IDP</b>	Internally Displaced People	<b>UNV</b>	United Nations Volunteers
<b>ILO</b>	International Labour Organization	<b>WFP</b>	World Food Programme
<b>NGO</b>	Non-governmental Organization		
<b>NIM</b>	National Implementation Modality		

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