

Community Security and Social Cohesion

Towards a UNDP Approach





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**Bureau for Crisis Prevention and Recovery
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ABD	Area-Based Development
CDD	Community-Driven Development
CO	Country Office
CPR	Crisis Prevention and Recovery
CSSC	Community Security and Social Cohesion
DFID	Department for International Development (United Kingdom)
DDR	Disarmament, Demobilization and Reintegration
ER	Early Recovery
GCWGER	Global Cluster Working Group on Early Recovery
GDP	Gross Domestic Product
HDR	Human Development Report
IASC	Inter-Agency Steering Committee
M&E	Monitoring and Evaluation
NGOs	Non-Governmental Organizations
OECD	Organisation for Economic Co-operation and Development
USAID	United States Agency for International Development

This list of acronyms relates to those acronyms used in the main text. The list does not contain those that are found only in the country-specific boxes or case-studies, where they are explained. The list also does not contain the acronyms for United Nations departments, agencies and programmes, which are listed at: www.un.org

This concept paper has been developed through a participatory process by UNDP during 2008. It was written by Andrew McLean, an independent consultant, and draws upon the experience and input of a wide range of UNDP colleagues from BCPR and Country Offices. The project was managed by Paul Eavis and Eugenia Pisa-Lopez from the Conflict Unit in UNDP BCPR. Ongoing support, input and oversight were provided by a BCPR-wide Community Security and Social Cohesion Task-Team. Overall leadership was provided by Miguel Bermeo, Deputy Director of BCPR.

Reviews of UNDP CSSC programmes in 13 countries were undertaken by Andrew McLean and Lucia Dammert. Early research in Latin American countries was carried out by Mary-Hope Schwoebel. Thanks go to staff in Country Offices in Bangladesh, Colombia, Croatia, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Kenya, Liberia, Macedonia, Papua New Guinea and Sudan for sharing their experiences so openly. Thanks also go to government, international and civil society partners in these countries who provided their perspectives on the programmes.

A practitioners' meeting was held in Villars, Switzerland in July 2008 to discuss a draft version of this paper. The insights of the participants were critical in its subsequent development.

The dynamics of violent conflict are changing across the globe. The number of violent conflicts is decreasing, yet the level of social violence is greater than ever. Levels of violence are now higher in a number of non-conflict countries than in countries at war, and communities are facing increasing threats to their security and social cohesion. These changing trends reflect the complex and volatile nature of the root causes of violence, and highlight the importance of adopting a dynamic and multi-faceted approach to addressing these issues. Such complex challenges can no longer be met with separate, sectoral interventions.

In light of these changing trends and given the need to balance institutional support with strengthening communities and their ability to resist armed violence, UNDP has prioritized community security and social cohesion as a key goal of its Strategic Plan (2008-2013). To help guide UNDP's evolving work in this area, the Bureau for Crisis Prevention and Recovery (BCPR) has produced this paper to provide a conceptual framework and common understanding of community security and social cohesion and to support the design and implementation of effective programmes in this area.

The paper recognizes the imperative to strengthen community security and social cohesion in a multi-sectoral and cross-cutting manner, informed by a clear understanding of the drivers and causes of violence. It also highlights the importance of collaboration across the UN system so that comprehensive assessments and planning processes can lead to effective programming.

The paper is the result of a substantive review of UNDP's practice in this field from 14 countries in crisis or emerging from crisis. The paper reflects extensive consultations with UNDP Country Offices, field practitioners, civil society partners, researchers and governments. Most importantly, it has been informed by lessons learnt from communities that are in crisis and those that have averted crisis.

UNDP hopes that this is a positive step towards the design of programming responses that are evidence-based, build on existing UNDP area-based work, address the multiple drivers of insecurity, and engage state and non-state actors. With this initial contribution, UNDP intends to help practitioners and policy makers enhance their understanding of the issue and design appropriate responses to better support communities in their quest for security and social cohesion.

BCPR welcomes your feedback.



Jordan Ryan

Assistant Administrator and Director
Bureau for Crisis Prevention and Recovery



Executive summary

The nature of violence is changing in many of the UNDP countries of operation. While the number of violent conflicts is decreasing, the level of social violence is greater than ever. In fact, levels of violence are higher in a number of non-conflict countries than in countries at war. Violence and insecurity damage national economies, deter investment, divert resources from more productive expenditures, and have a severe social impact on women, men, boys and girls. The targeting of civilians in war is mounting and, in many conflict and non-conflict contexts, heightened levels of violence in urban and rural communities are matched by increased domestic violence.

The drivers of violence and insecurity are various and complex, but often include: unaccountable security institutions and lack of rule of law, organized crime, corruption and war economies, breakdown of governance, lack of opportunities for youth, population movement, socio-economic inequalities, and cultural issues. The complex challenges emanating from the changing nature of violence can no longer be met with separate, sectoral interventions alone (e.g. disarmament, demobilization and reintegration, justice and security sector reform, small arms control, and conflict prevention).

UNDP has therefore developed the Community Security and Social Cohesion (CSSC) approach as a multi-sectoral programming approach to help ensure coherent interventions to enhance security and social cohesion at the community and national level in crisis contexts. Enhancing community security and cohesion has been identified as one of nine outcomes under the broader Crisis Prevention and Recovery (CPR) outcome area in the UNDP Strategic Plan (2008-2013). This concept paper has two purposes:

- To provide a conceptual framework for an integrated programmatic approach to the restoration of community security and social cohesion at the local level.
- To highlight good practice and lessons learned from UNDP's past and present work on community security and social cohesion to support the design and implementation of future CSSC programmes.

The paper is based on a comparative analysis of UNDP CSSC programmes in 13 countries in Africa, Asia, the Caribbean, Europe, Latin America and the South Pacific.¹

¹ Bangladesh, Colombia, Croatia, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Kenya, Liberia, Macedonia, Papua New Guinea and Sudan.

What is CSSC?

CSSC is a programmatic approach that seeks to *operationalize* human security, human development and state-building paradigms at the local level. It focuses on ensuring that communities and their members are 'free from fear' whilst also taking action on a wider range of social and economic issues that may impact on physical security to ensure 'freedom from want'. It brings together a wide range of state and civil society actors to identify the causes of insecurity and develop a coordinated response to them at the community level, and an enabling environment at the national level. It emphasizes participatory assessments, planning and accountability and seeks to improve service delivery, reduce social exclusion, enhance relations between social groups and strengthen democratic governance. The CSSC approach is applicable to both urban and rural contexts.

Benefits of CSSC as a programmatic approach

In countries facing crises of governance, criminality or violence, CSSC is a valuable approach for both prevention and recovery. Target communities particularly benefit from CSSC because it:

- **Ensures coherent interventions** – The CSSC approach provides a framework to harness the expertise and resources of UNDP and partners to address security and development issues in a more integrated manner. It can help programmers move away from a 'siloed' approach to programme design and delivery.
- **Tackles root causes of insecurity** – The CSSC approach combines action to provide immediate physical protection with efforts to address the wider political, economic and social drivers of violence, such as exclusion.
- **Empowers local communities** – The CSSC approach works with communities to identify their own needs and ensures that interventions are demand-led. It is a participatory process that involves local communities in planning and decision-making on the targeting of resources.
- **Makes states more responsive to the needs of citizens** – The CSSC approach builds the capacity of states and communities and helps bring them together. It supports the development of inclusive political processes to manage state-society relations. A key focus is on improving the delivery of services and enabling the users of services to hold providers accountable.
- **Links action at the national and local level** – The CSSC approach focuses on effecting change in a specific geographical area but recognizes that many of the issues that threaten community security require action at the national level. Local issues are addressed through CSSC plans, whilst action is developed with the national government to help create an enabling environment.
- **Builds social capital and trust between different social groups** – The CSSC approach seeks to strengthen the common values and identity, interpersonal and inter-group ties that bind societies together and make them more resilient to violence.

Implications for programming

UNDP experience shows that there are a number of issues that are important for CSSC in a range of different environments. CSSC approaches typically include the following key pillars:

- Enhancing local governance, strengthening local institutions and encouraging popular participation in local political processes.
- Strengthening the rule of law and access to justice at the local level.
- Preventing conflict and supporting peacebuilding.
- Providing alternative opportunities for income generation and better livelihoods.
- Empowering women to take leadership roles in the recovery effort.

- Improving the community environment and enhancing service delivery.
- Integrating former combatants and others associated with armed groups into communities.
- Addressing the proliferation of the tools of violence and the demand for weapons.
- Taking a public health approach to crime and violence.

The CSSC approach tries to move from seeing these as separate individual service lines to viewing them as complementary parts of an integrated response or programme. The CSSC approach can be helpful in situating sectoral interventions in a broader framework and identifying potential programming gaps.

Understanding the context in which a programme will operate is critical to the success of the CSSC approach. Indeed, **assessments** are the foundation of CSSC because it is an evidence-based, needs-driven approach. Participatory assessment tools and methodologies are important in order to ensure that communities themselves are empowered to highlight the main threats to their security and help shape the responses required. Assessments can also inform the development of **local community security plans** and help identify entry points for CSSC programming.

The approach recognizes that threats to community security need to be addressed at different levels. Simultaneous action is therefore normally required at:

- **National level** – UNDP experience shows that work is normally needed at the national level to develop an enabling environment for community security initiatives. This often involves strengthening the capacity of a partner government institution with the mandate to convene different agencies. Developing a supportive policy and legislative framework for CSSC work is also vital.
- **Provincial/municipal level** – Local government has a critical role to play in CSSC but it often lacks capacity in many fragile countries. Building the capacity of local government to effectively engage in and lead the process of developing and implementing community security plans can be an important element of programmes.
- **Local level** – This is the level at which the effectiveness of CSSC approaches is ultimately judged. Ensuring participation in the development and implementation of policy and plans at the local level is often the key to success.

Taking CSSC forward

Meeting today's complex challenges of violence and insecurity in crisis contexts will be crucial to achieving both human security and human development. CSSC provides an important multi-level and multi-sectoral approach for UNDP and partners to tackle these vital issues. This should be taken forward with substantial engagement by all relevant development actors.

The key to achieving the CSSC outcome in the UNDP Strategic Plan will be the development of more integrated programming approaches at the country level. Extensive support will be provided to a number of Country Offices (COs) that identify the enhancement of CSSC as a priority area of work. An Assessment and Monitoring and Evaluation (M&E) toolkit will also be developed for use by COs. At an inter-agency level, UNDP will work with Resident Coordinators and UN partners to help ensure the approach is taken further.

The integration and focusing of justice, security, governance and peacebuilding at the community level resembles more traditional area-based approaches to development programming. The difference is that CSSC emphasizes security and justice at the community level, and these have not been adequately addressed before through such approaches. The close connection to area-based programming, however, means that CSSC can build on earlier local level recovery programmes and feed into longer term area-based development (ABD) programmes.

Introduction

1.1 Purpose of this concept paper

Enhancing community security and social cohesion has been identified as one of the nine outcomes under the broader CPR outcome area in the new UNDP Strategic Plan (2008-2013). This paper has two purposes:

- To provide a conceptual framework and a common understanding to guide UNDP work in the area of CSSC.
- To highlight good practice and lessons learned to support the design and implementation of effective CSSC programmes.

1.2 Development of this concept paper

The paper is based on a comparative analysis of UNDP CSSC programmes in 13 countries in Africa, Asia, the Caribbean, Europe, Latin America and the South Pacific.² A desk review of programme documentation was carried out and interviews were then conducted with UNDP CO staff, partner government officials, donors and non-governmental organizations (NGOs). Short case studies that captured lessons learned and good practice were written.

The paper is also informed by UN system definitions of development and security and the emerging experience of the international community in CSSC issues. An academic literature review was conducted to identify conceptual trends and help clarify definitions. The practical experiences of a wide range of international organizations, donors and NGOs were also examined to draw lessons learned from programming.

The views of a wide range of UNDP staff were sought in the development of the concept paper. Interviews were conducted with a number of staff from the Bureau for Crisis Prevention and Recovery

2 Bangladesh, Colombia, Croatia, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Kenya, Liberia, Macedonia, Papua New Guinea and Sudan.

(BCPR) working on related issues of armed violence, conflict prevention, disarmament, demobilization and reintegration (DDR), early recovery (ER), governance, security sector reform, rule of law and small arms control. BCPR held a regional consultation in Bangkok, Thailand, in May 2008. A draft of the paper was presented at a global practitioners' workshop in Switzerland in July 2008 attended by UNDP staff from 17 COs, BCPR, the Oslo Governance Centre and the South Pacific Regional Centre. The paper was then revised to reflect the input of participants. The paper has also benefited from substantial inputs from the BCPR Task-Team on CSSC.

1.3 Structure of the paper

The paper begins in Section 2 by examining the changing nature of violence and insecurity in many countries where UNDP works. Section 3 discusses and defines the concepts of CSSC. Section 4 highlights the benefits of CSSC as a programming approach for UNDP. Section 5 sets out the guiding principles that underpin the organization's work in this area, and outlines the typical key pillars of effective CSSC programmes. Section 6 identifies good practice at different stages of the programme cycle. Section 7 highlights how UNDP can take forward its work on CSSC. Annex 2 lists additional resources for further information.

2.1 The nature of violence and insecurity

The nature of violence is fundamentally changing in many of the UNDP countries of operation. According to the 2005 Human Security Report, the number of state-based violent conflicts dropped by over 40 percent between 1992 and 2003.³ The 2008 Human Security Brief identifies an 18 percent decline in both state-based and non-state-based conflicts between 2002 and 2006.⁴ However, levels of social violence, insecurity and social dislocation are increasing in many of the communities and countries where UNDP works. Approximately 740,000 people die as a result of armed violence each year. More than 490,000 of these deaths occur in non-conflict affected countries due to homicide and inter-personal violence. Fewer than 55,000 of the total are direct casualties of war.⁵

Violent conflict driven by political and identity issues is still very important. But in countries such as Afghanistan, Colombia, Iraq, the Niger Delta region of Nigeria, Somalia and Sudan, these drivers are accompanied and increasingly eclipsed by a combination of social fracture and fragmentation of armed groups, often linked to illicit economic activities.

Levels of violence and insecurity are sometimes higher in 'non-conflict' countries than in those that are experiencing war. For example, the death rate directly due to conflict in Afghanistan in 2007 was 20.15/100,000, the fourth highest among conflict countries.⁶ However, in 2005 the homicide rate in El Salvador was 59.9/100,000, in Honduras it was 59.6/100,000 and in Jamaica 58/100,000.⁷ Whilst not 'at war' these countries are facing a crisis of violence and insecurity. The standard international definition

3 *Human Security Report 2005*. University of British Columbia, Canada, 2006. Page 23.

4 *Human Security Brief 2007*. Simon Fraser University, Canada, 2008. Page 8.

5 *Armed Violence Reduction: Enabling Development*. OECD, 2009. Page 21.

6 *Global Burden of Armed Violence*, Geneva Declaration Secretariat, 2008. Page 27.

7 *Informe Estadístico de la Violencia en Guatemala*. UNDP Guatemala, 2007. Page 24.

of a war or high intensity conflict is 'violence characterized by fatality rates of over 1000/year',⁸ and in Jamaica 1574 people were murdered in 2007.⁹

The causes and dynamics of violence are different in each context, and may change over time, but common features include a break-down of the rule of law and of governance, and increasing levels of socio-economic inequality, social fragmentation, aggressive identity politics and youth unemployment, accompanied by the widespread availability of small arms and the rise of organized crime.

Armed violence can often be concentrated in specific areas such as urban centres or border areas. For example in Guatemala, whilst the national homicide rate was high in 2006 at 47/100,000 people, the rate in Guatemala City was more than double that at 108/100,000. The rate in the municipality of San Benito, an area infamous for drug trafficking, was almost double that again at 202/100,000.¹⁰ It is not just the poorest countries that are affected. There is an associated impact on development in some middle income countries where parts of their territories suffer serious poverty due to armed violence.

2.2 The impact of violence and insecurity¹¹

Violence and insecurity have a major economic impact. War-affected countries often experience a reduction in the annual growth of their economies of two percent of gross domestic product (GDP)¹² and low growth rates persist long after the shooting stops.¹³ The typical cost of a civil war is estimated at approximately USD 65 billion dollars.¹⁴ The economic cost of homicidal violence, in terms of lost productivity due to lives cut short by violence, is estimated to be between USD 38 and USD 160 billion a year globally.¹⁵ As much as USD 400 billion a year is considered the social cost attached to violence by individuals' living in conflict-affected countries.¹⁶

Armed violence undermines national economies, deterring investment and diverting resources from more productive expenditures. In Guatemala, for example, armed violence costs the equivalent of 7.3 percent of GDP in 2005, far out-stripping health or education expenditure.¹⁷ Research by the World Bank estimates that if Jamaica and Haiti reduced their homicide rates to a level commensurate with Costa Rica, their respective annual growth rates could increase by an estimated 5.4 percent.¹⁸ Developing countries typically may spend between 10-15 percent of their GDP on law enforcement, as compared to 5 percent in developed states.¹⁹

Violence and insecurity also have a severe social impact, particularly for women. In conflict situations, there is evidence that the targeting of civilians and the use of rape as a weapon of war is increasing, in the Democratic Republic of the Congo (DRC), for example. In many conflict and non-conflict contexts, heightened levels of violence in the community are matched by increased domestic violence. Research suggests that as levels of public violence are reduced in the aftermath of conflict, domestic violence remains at conflict levels for many years in the post-conflict phase. The sense of insecurity that domestic violence creates undermines social bonds that are the foundations of community security and peaceful co-existence in communities. The impact of violence and the breakdown of families also often results in

8 *Conflict Vulnerability Analysis, Issues, Tools and Responses*. USAID, 1999. Page 3.

9 Jamaica Constabulary Force Statistics Department.

10 *Informe Estadístico de la Violencia en Guatemala*. UNDP Guatemala, 2007. Pages 23 and 29.

11 This section on the impact of violence and insecurity is drawn heavily from *Armed Violence Reduction: Enabling Development*. OECD, 2009.

12 *Global Burden of Armed Violence*. Geneva Declaration Secretariat, 2008. Page 94. Between 1990 and 2005, armed conflicts in Africa cost some USD 280 billion, which approximates the amount of international aid flow by principal donors during the same period. See, for example, Oxfam, IANSA and Saferworld, 2007.

13 Collier, P and Hoeffler, A. The Challenge of Reducing the Global Incidence of Civil War, *The Copenhagen Consensus Papers*, Copenhagen, 2004. Page 5.

14 *Ibid.* Page 8. The model assumed a seven-year war, and a 14 year post-war recovery period. This estimate includes: USD 49 billion in military expenditures and economic losses, USD 10 billion in post-conflict effects, and USD 5 billion in healthcare costs.

15 *Global Burden of Armed Violence*, Geneva Declaration Secretariat, 2008. Page 100.

16 *Ibid.* Page 95. This is based on a contingent valuation approach which measures what individuals in conflict-affected countries are, on average, prepared to pay to live in a more peaceful environment. Global costs are extrapolated based on international data sets.

17 *The Economic Cost of Violence in Guatemala*. UNDP, 2006. Estimate includes health sector costs, institutional costs, private security expenditures, impacts on investment climate, and material losses.

18 *Crime, Violence and Development: Trends, Costs and Policy Options in the Caribbean*. UNODC/World Bank, 2007. Page vii.

19 *Global Burden of Armed Violence*, Geneva Declaration Secretariat, 2008. Page 91.

an increase in the number of female-headed households. As women often have less access to education and economic opportunities, they tend to struggle to provide for their families, which in turn can lead to further poverty and insecurity.

The breakdown of social cohesion and erosion of social capital can be both causes and consequences of increasing levels of insecurity. Where social capital does exist in fragile countries, it is often of a 'bonding' nature that holds a particular identity group (whether ethnic population, political group or gang) within a community together (and can marginalize other groups), rather than 'bridging' social capital that links different groups together.

2.3 The drivers of violence and insecurity

2.3.1 Unaccountable security sector and lack of rule of law

In many countries where UNDP works, citizens do not trust the state to ensure their safety and provide justice. In some contexts, this may be because the state lacks the capacity to control its borders or significant parts of its territory. In others, it may be because one or more social groups are systematically subjected to violence or deliberately not provided with security by the state. While the breakdown of the rule of law may be a direct consequence of conflict or criminal violence, it also creates and amplifies existing security dilemmas within societies. The absence of the rule of law is a security threat in its own right. Without physical and legal protection, or mechanisms to manage conflicts, grievances are more likely to be resolved by violent means. And in contexts of insecurity, state responses often become increasingly repressive. Research shows that in many fragile states, non-state systems are the main providers of justice and security for up to 80-90 percent of the population.²⁰ In some cases, non-state systems may be more effective, accessible and cheaper for citizens. However, in others they may be corrupt, abusive and discriminatory.

2.3.2 Organized crime, corruption and war economies

The presence of armed groups and an increase in economic motivations for crime, make peace and conflict mediation efforts more complex and undermines traditional dispute resolution and local governance mechanisms. The emergence of a criminalized infrastructure of violence can serve to *institutionalize* insecurity within a society by capturing the traditional and local governance mechanisms or replacing them. Conflicts over resources – including diamonds, timber, water and land – have been a common feature in recent years. A growth in trans-national crime such as drug or people trafficking also fuels insecurity in many countries where UNDP is working. In societies where the economy is highly criminalized, efforts to formalize the economy and establish the rule of law will pose a threat to actors that benefit from the insecurity, and may meet opposition from citizens who have become engaged in the criminal economy.

2.3.3 Breakdown of governance

The increased penetration of society by organized crime and corruption has a serious impact on governance. When state agencies become linked to illicit economic activities it can undermine the capacity of the state to deliver services and to protect communities. Where criminal elites emerge to challenge state power it breaks the state's monopoly on the use of force. In some contexts, the state is not present in many communities where organized criminal leaders run an alternative system of local governance. This can increase the insecurity of communities and, in extreme forms, can lead to the collapse of the state and new forms of civil strife. Non-state actors who have taken over, and profit from, state functions may attempt to halt or spoil any effort at re-establishing formal governance structures.

²⁰ *Enhancing Security and Justice Service Delivery*. OECD 2007. Page 6.

Effective states are capable, accountable and responsive.²¹ When processes to manage the relations between state and society break down or become exclusionary, then community security and social cohesion are threatened.

2.3.4 Lack of opportunities for youth

Young men aged 15-24 are both the main victims and the main perpetrators of armed violence in most countries. A critical trend impacting on the security of communities is the growth in size and proportion of the youth population.²² Some 48 percent of the world population is under the age of 24. Eighty six percent of 10-24 year olds live in less developed countries. A bulge in the youth population in a context of high unemployment and lack of social and economic opportunities presents a significant risk factor. Research shows that crime and violence are often strongly associated with the growth and proportion of youthful populations, especially young males.²³ A large youth population does not automatically lead to increased violence,²⁴ but this is a group particularly affected by socio-political troubles, especially when other risk factors are present. In many countries, conservative and hierarchical social structures exclude youth from participating in decision-making, both in the family and in the public sphere. When faced with few options for legitimate empowerment, there is an increased risk that youth can fall prey to criminal gangs, warlords, fundamentalist associations and identity politics, and be mobilized for destructive ends.²⁵ Although more at-risk, it is important to ensure that youth are not inadvertently criminalized or stigmatized.

2.3.5 Population movement

Population movement is another trend that is increasing the insecurity of communities and undermining social cohesion. This is true of both internally displaced people in conflict contexts, and the influx of rural populations to cities in non-conflict contexts. The characteristics of rapid urbanization place in sharp contrast certain challenges and grievances, including gaps between extreme poverty and wealth.²⁶ Since 2008, and for the first time in history, the majority of the world's population lives in urban areas.²⁷ All of the population growth expected over the next four decades is predicted to happen in urban areas, which at the same time will continue to attract migrants from rural areas.²⁸ UN-Habitat's research has shown a relationship between city size, density and crime incidence.²⁹

Population growth and rural-urban migration frequently results in the growth of slum cities on the fringes of urban centres where diverse social groups, each with their own social norms and traditional governance mechanisms, coexist. The lack of basic public infrastructure in these settlements and the competition for scarce resources can increase the risk factors for armed violence. Poor urban planning, design and management play a role in shaping urban environments that put citizens and property at risk. The physical fabric and layout of cities have a bearing on the routine movements of offenders and victims and on opportunities for crime and violence.³⁰

21 *States in Development: Understanding State-building*. DFID 2008. Page 6.

22 *Armed Violence Reduction: Enabling Development*. OECD, 2009. Page 52.

23 See extensive discussion in UN-Habitat, 2007. *Enhancing Urban Safety and Security. Global Report on Human Settlements*.

24 Urdal H. *The Devil in the Demographics: The Effect of Youth Bulges on Domestic Armed Conflict, 1950-2000*. World Bank, 2004.

25 For more information, see UNDP BCPR reports on *Youth and Violent Conflict*, 2006, and *Youth Programming for Conflict Prevention and Recovery: A Desk Review of UNDP Programmes*, October, 2007.

26 *Armed Violence Reduction: Enabling Development*. OECD, 2009. Page 37.

27 *World Urbanization Prospects: The 2007 Edition*. Population Division, UN Department of Economic and Social Affairs. Page 1.

28 Ibid.

29 *Enhancing Urban Safety and Security: Global Report on Human Settlements 2007*. UN-Habitat, Earthscan, 2007. Page 45.

30 Ibid.

2.3.6 Economic inequality

Under-development is often associated with crime and violence but research shows that there is a more significant correlation with economic inequality, rather than absolute poverty. A World Bank study that reviewed data from 24 years of UN World Crime Surveys found that increases in income inequality raise crime rates.³¹ Income inequality is a strong predictor of homicides and major assaults, both in and between countries. For example, non-state violence is higher in countries where a high proportion of people are economically deprived.³²

2.3.7 Cultural issues

Aggressive cultures of masculinity can play a significant role in driving violence and insecurity. For example, the growth of gangs and violent masculine identities in Jamaica has led to high rates of gender-based violence against women, notably rape and domestic assault. A recent Caribbean study found that 48 percent of adolescent girls' first sexual encounter was 'forced' or 'somewhat forced'.³³ In some cultures, high levels of gender-based violence are accepted. For example, in El Salvador the homicide rate against women doubled between 1999 and 2006 to 12/100,000 people. Yet, despite 35 women a month on average being murdered, a UNDP survey found that 64 percent of the population viewed violence against women as normal.³⁴

31 Fajnzylber P, Lederman D, Loayza N. *Determinants of Crime Rates in Latin America and the World. An Empirical Assessment*. World Bank, 1998. Page 8.

32 Wood A. *Correlating Violence and Socio-Economic Inequality: An Empirical Analysis*. 2006.

33 *Crime, Violence and Development: Trends, Costs and Policy Options in the Caribbean*. UNODC/World Bank, 2007. Page iv.

34 Presentation by El Salvador Country Office representative at UNDP meeting in Villars, Switzerland, July 2008.

What is community security and social cohesion?

3.1 Community security

Community security is a concept that seeks to operationalize human security, human development and state-building paradigms³⁵ at the local level. This is in line with the Outcome Document of the 2005 World Summit in which global leaders recognized that ‘development, peace and security and human rights are interlinked and mutually reinforcing’.³⁶ A number of approaches have been developed to help implement these concepts in different contexts, including citizen security, community safety, armed violence prevention/reduction and community security.³⁷ These approaches are quite similar and there are no clear conceptual boundaries between them. In fact, in many contexts, different terminologies are used interchangeably or in tandem (e.g. community safety and security).

The use of the term ‘community security’ is not new. Community security is one of the seven dimensions of human security highlighted in the 1994 Human Development Report (HDR). The report defines community security as primarily addressing protection against the breakdown of communities (such as clubs, tribes or extended families) that provide members with a reassuring sense of identity and a shared value system. The HDR saw the protection of ethnic minorities and indigenous groups as a central focus.³⁸ Personal security was considered as another dimension of human security and included:

- Threats from the state (physical torture).
- Threats from other states (war).
- Threats from other groups of people (ethnic tension).
- Threats from individuals or gangs against other individuals or gangs (crime, street violence).

35 See Annex 1 - The evolution of security and development concepts, for a detailed discussion of these concepts.

36 *2005 World Summit Outcome*. UN General Assembly, September 2005. Page 2.

37 See Annex 1 for a detailed discussion of these different approaches.

38 *Human Development Report 1994*. UNDP, 1995. Page 34.

- Threats directed against women (rape, domestic violence).
- Threats directed at children based on their vulnerability and dependence (child abuse).
- Threats to self (suicide, drug use).

The contemporary concept of community security, narrowly defined, includes both group and personal security. The approach focuses on ensuring that communities and their members are 'free from fear'. Yet a broader contemporary definition also includes action on a wider range of social issues to ensure 'freedom from want'. Like community safety and citizen security, it promotes a multi-stakeholder approach that is driven by an analysis of local needs.

One advantage of the community security concept is that it bridges the gap between the focus on the state and other concepts that focus on the individual. At its core is the objective of developing effective states that are accountable to citizens for the effective delivery of services. A key focus is on developing inclusive political processes to manage state-society relations.

By emphasizing the 'community' aspect it also seeks to embrace both cultures and contexts that are 'individual-oriented', including many in Latin America, and cultures and contexts that are 'group-oriented', as are many in Africa and South Asia. While this is a simplistic portrayal of complex cultural and contextual phenomena, the community security concept can be framed in such a way as to leave room for interpretation depending on the context.

3.2 Social cohesion

Social cohesion is an elusive concept - easier to recognize by its absence than by any definition. A lack of social cohesion results in increased social tension, violent crime, targeting of minorities, human rights violations, and, ultimately, violent conflict. Social cohesion is about tolerance of, and respect for, diversity (in terms of religion, ethnicity, economic situation, political preferences, sexuality, gender and age) - both institutionally and individually.

While the meaning of social cohesion is contested, there are two principal dimensions to it:

- The reduction of disparities, inequalities and social exclusion.
- The strengthening of social relations, interactions and ties.³⁹

It is important to consider both dimensions in order to get a comprehensive picture of the social cohesion of a society. For example, a homogenous and cohesive community with strong ties could discriminate against and exclude people from other social backgrounds.

The first dimension requires developing strategies for engaging excluded groups. Exclusion can take different forms – political, economic, social and cultural. Promoting social inclusion involves tackling power relations and confronting the social groups or institutions responsible for the exclusion. Its objective is to ensure that people from different backgrounds have similar life opportunities.

There is a strong link between social exclusion and insecurity. Minorities will become more insecure if they are being victimized because of their ethnicity, gender, culture or religion. This group insecurity can then lead to wider societal insecurity if a marginalized group decides to use violent means to claim their rights and redress inequalities. Group differences are not enough in themselves to cause conflict, but social exclusion and horizontal inequalities provide fertile ground for violent mobilization. People who have been excluded often feel they have little to lose by taking violent action. Examples of where social exclusion has been a key factor in group violence include Nepal, Northern Ireland and Northern Uganda.⁴⁰

39 Berger-Schmitt R. *Social Cohesion as an Aspect of the Quality of Societies: Concept and Assessment*. EU Reporting Working Paper No.14, Centre for Survey Research and Methodology, 2000. Page 4.

40 Stewart et al. *Social Exclusion and Conflict: Analysis and Policy Implications*. Centre for Research on Inequality, Human Security and Ethnicity, 2006. Page 6.

The second dimension of social cohesion requires developing social capital in all its forms. This is the invisible glue that keeps a society together even in difficult, stressful times. Strengthening social capital can include:

- Supporting social networks that connect groups together.
- Developing a common sense of belonging, a shared future vision and a focus on what different social groups have in common.
- Encouraging participation and active engagement by people from different backgrounds.
- Building trust – people trusting one another and trusting local institutions to act fairly.
- Fostering respect – developing an understanding of others and recognition of the value of diversity.
- Increasing the responsiveness of a state to its citizenry.

Building community cohesion is about building better relationships between people from different backgrounds including those from new and settled communities. An important area of community cohesion work is assisting individuals and groups to find consensual strategies or common ground around which they can work together.

The more social networks that exist between diverse communal groups, and the more responsive a state is to its citizenry, the more likely a society will be cohesive and possess the inclusive mechanisms necessary for mediating and managing a conflict before it turns violent.⁴¹

Improving social cohesion is about both targeted actions and taking account of cohesion in the design and implementation of other interventions.⁴² In addition to initiatives specifically designed to enhance social cohesion, it is therefore important to view social cohesion as a lens for all programming in crisis contexts, in a similar way to conflict sensitivity. For example, the location of a community centre could have a significant impact on cohesion. Providing such a resource to one community could inadvertently increase tensions with a neighbouring community. However, building a community centre on the boundary of two communities could potentially provide a place for members of different social groups to meet and undertake shared activities which could help bridge previous divisions. This could in turn lead to a reduction in violence and an increase in security.

Of course in some contexts, cohesive groups may pose serious risks to the security of others. For example, tightly-knit, mono-cultural communities may threaten neighbouring communities of people from different backgrounds. A social cohesion approach in this situation would involve educating neighbouring communities about one another, developing projects that link the communities together, addressing underlying inequalities (e.g. employment or housing), and building contact and trust to break down negative images of the other community. The aim here would be to transform bonding forms of social capital that can be exclusionary and often conflictual, into bridging social capital that links different groups together in an inclusive approach.

3.3 What is a 'community'?

Communities can be defined at different levels – from the national to the local – and this implies that action is needed at each of these levels to effectively enhance security. As well as being defined geographically, communities can also be defined by the shared interests, values and needs of citizens (e.g. youth, women, the working class community, the disabled community, or a religious community), which can extend across borders.⁴³ Experience has shown that UNDP CSSC programmes are most effective when they focus on both of these dimensions and focus on a particular geographical area, as well as addressing the

41 Colletta N, Cullen M. *The Nexus Between Violent Conflict, Social Capital and Social Cohesion*. World Bank, 2000. Page 14.

42 *Cohesion Delivery Framework: Overview*. UK Department of Communities and Local Government, 2008. Page 13.

43 The Government of Jamaica's Social Development Commission (a partner in the UNDP project) defines community as: "A defined geographical area (community as a place) based on common ownership of resources of social, economic and cultural facilities (community as institutional structure) and where residents regard themselves as having common objectives, interests and needs (community as a process)."

particular needs of communities of interest within that area. This approach explicitly addresses issues of social cohesion that are vital to enhance the safety and security of communities.

'Community' does not just refer to individual community members, but refers to all actors, groups and institutions within the specific geographic space. It therefore also includes civil society organizations, the police and the local authorities that are responsible for delivering security and other services in that area. A key focus of CSSC approaches is bringing together these different stakeholders to develop a joint approach to common problems.

Defining the CSSC approach in the context of UNDP work

4.1 Defining the CSSC approach

CSSC is a multi-sectoral approach that can be used to guide a broad range of programmatic interventions by UNDP and other agencies in crisis contexts. It is equally applicable in both urban and rural settings. Community security and social cohesion are also important goals for UNDP's wider crisis prevention and recovery programming. CSSC can thus be viewed as a nexus between armed violence reduction, conflict prevention, demobilization, disarmament and reintegration, gender, governance, rule of law, security sector reform and small arms control. Each of these current thematic programme areas can contribute to CSSC in different ways (see Section 5).

Box 1

The Community Security and Social Cohesion approach defined

CSSC is a programmatic approach that integrates security and development interventions. It brings together a wide range of state and civil society actors to identify the causes of insecurity and develop a coordinated response to them at the community level, and an enabling environment at the national level. It emphasizes participatory assessments, planning and accountability and seeks to improve service delivery, reduce social exclusion, enhance relations between social groups and strengthen democratic governance.

CSSC is therefore:

- An overarching outcome for UNDP work (reflected as such in the Strategic Plan).
- A multi-sectoral programming approach to help ensure coherent interventions to enhance security and cohesion at the community and national level in crisis contexts.

UNDP has moved beyond service lines to an approach based on outcomes, as reflected in the new Strategic Plan. This provides an enabling environment for the development of a CSSC approach.

CSSC can be a coordinating framework for the work of UNDP and other agencies in crisis countries. The areas of intervention included within CSSC will not necessarily be new (e.g. small arms control and conflict prevention) but the way in which they are developed and implemented may be different. CSSC is a participatory, needs-based approach that seeks to simultaneously address different threats to the safety and security of local communities. This requires a more integrated response from UNDP and other local and international actors. CSSC helps to promote a government's approach as a whole in partner countries, by bringing together a wide range of security and development departments and agencies. It also provides a framework to engage civil society and the private sector. In many contexts, the primary role of UNDP itself may change from being an implementer to a facilitator.

4.2 Why 'Community Security and Social Cohesion' rather than other similar terminology?

The UNDP approach of 'Community Security and Social Cohesion' is grounded in the UNDP concepts of human development and human security. It seeks to operationalize these by refining and synthesizing different approaches in order to develop a concept that can inform UNDP work in crisis countries.

'Community' rather than 'citizen' security has been selected as a term because it emphasizes the needs of the community and the importance of bringing together different groups to design common approaches to common problems. 'Security' has been chosen rather than 'safety' because it stresses the importance of physical security from violence in crisis countries. The concept does, however, also focus on addressing the social and environmental factors that can contribute to insecurity which often typifies community 'safety' approaches. Security is a broad concept that also takes into consideration issues such as dignity, fear of crime, and psychological well-being. 'Social cohesion' is an integral part of the concept because it highlights the need for a peacebuilding approach based on participation, inclusion and dialogue, as well as addressing underlying inequalities.

Another advantage of the CSSC label is that it may be more acceptable to partners in some sensitive crisis contexts than other terms that UNDP uses. For example, 'social cohesion' might be viewed as a more neutral term than 'conflict prevention' and 'community security' can be seen as softer than 'armed violence prevention'.

4.3 The benefits of combining community security and social cohesion

The CSSC approach brings together the related concepts of community security and social cohesion. One key advantage of this is that it ensures that the approach is broader than just addressing 'freedom from fear' issues. Such a narrow approach might be easier for programming but would risk developing another service line that could compound the challenges of a 'silo' approach to the threats facing communities. The approach highlights a focus on ensuring physical security but is broad enough to encompass a range of social, economic and environmental interventions. The benefit of this approach is that it can provide a framework for a more integrated programmatic response. The CSSC approach therefore embraces the aspects of the 'freedom from want' agenda that may impact on physical security. For example, the targeted provision of livelihoods to youth at risk of becoming gang members or combatants is often a key part of CSSC programmes. For activities to be included under the CSSC umbrella there has to be a link to the prevention of violence and reduction of insecurity.

The concepts of community security and social cohesion are mutually reinforcing. If communities feel physically secure then they are likely to act in more cohesive ways and vice versa. The two concepts can therefore be seen as interacting in a virtuous or vicious circle depending on the context. By linking the two issues, UNDP programmes have an increased chance of having a sustainable impact on the social and security challenges faced on the ground.

A key aspect that the social cohesion component brings out is the development of dialogue processes and collective mechanisms to manage disputes and develop solutions to problems. Tensions and

disagreements are a regular occurrence in crisis communities. The CSSC approach seeks to strengthen the collective ability to manage these and ensure that they are resolved peacefully without recourse to violence. This may involve promoting positive societal relationships between different social groups, tackling the barriers that prevent interactions, and developing social spaces for the management of conflict.⁴⁴

Integrating social cohesion into community security programmes also helps to ensure that they address issues of social exclusion that are often the root causes of insecurity. This can involve economic and social action to address horizontal inequalities. For example, if the lack of employment opportunities for one ethnic group is causing community tension, then vocational training could be targeted at this disadvantaged group. If the lack of social opportunities for youth is increasing violence between gangs, then a social cohesion approach could support sports or music events that bring together different groups and create outlets for tensions whilst providing opportunities for contact and building bridges. A social cohesion perspective would also encourage political action to ensure that all groups participate in decision-making structures.

By combining action on social cohesion and community security, UNDP can help to increase the collective efficacy of communities. This is, essentially, how willing community members are to help their neighbours, and how likely it is that a neighbour can be relied upon to take action to achieve an intended effect (e.g. to increase security). Research has shown that communities where residents feel engaged and share a belief in the community's capability to act (e.g. to prevent children skipping school and hanging out on a street corner) tend to have lower rates of violence.⁴⁵ Strengthening social networks and institutionalizing forums for community input into decision-making can therefore lead to enhanced community security.

This concept paper is designed to help clarify the UNDP approach without attempting to impose a 'one-size-fits-all' model. CSSC is by definition a context-specific approach, and there will always be a local definition of community security and social cohesion depending on the context. Indeed, bringing different actors together to discuss what is meant by CSSC could itself be the first step to working towards it. The terminology used and the range of interventions that the approach encompasses will therefore vary.

The comparative emphasis on community security or social cohesion and the sequencing of interventions will also vary in different contexts. For example, in a community where an initial assessment reveals that different social groups hold very different views on the threats they face, the first step may be to support a dialogue process to develop a more consensual view. However, in some crisis contexts, immediate steps to improve physical security may be necessary before any cohesion-building activities can take place.

44 Hudson et al. *Social Cohesion in Diverse Communities*. Joseph Rowntree Foundation, 2007. Page 109.

45 Sampson. R. *Neighbourhood and Community: Collective Efficacy and Community Safety*. *New Economy* 11(2), 2004. Page 108.

CSSC as a programming approach for UNDP

5.1 The evolution of UNDP experience on CSSC

The UNDP programmes reviewed for this concept paper have evolved to address the changing nature of the threats to community security. They have also developed based on increasing knowledge about which approaches can effectively work in different contexts. Lessons learned have informed the development of this new CSSC approach. Many of UNDP country programmes in this area began as small arms control programmes. UNDP has learned, though, that stand-alone small arms programmes are often

Case study 1

Evolution in UNDP country programmes

Bangladesh – The Police Reform Programme in Bangladesh initially focused primarily on infrastructure development and training in specific operational issues. Since then the programme has been re-focused to concentrate more on the strategic issues of change management, planning and human resources that are necessary for a comprehensive programme of reform. This approach will be continued and enhanced during the second phase, which aligns project interventions to the Bangladesh Police Strategic Plan and seeks to build the capacity of police to lead and manage more effectively. There is also increased support for the implementation of community-based policing to help address the causes of community insecurity.

Liberia – After the war, UNDP developed a weapons-for-development programme. This succeeded in collecting a number of guns but it became clear that many communities were still insecure. The CO realized the need for a broader approach and has developed a CSSC programme to address the range of threats that citizens face. Local CSSC plans are being developed in three pilot communities with funds to support key development projects identified by local stakeholders. Support is also being provided to the Liberia National Police to build their capacity to implement community-based policing and enhance their relationship with citizens.

ineffective unless they address the broader factors fuelling community insecurity and the demand for weapons. This has led to many country programmes broadening their scope to address a range of issues that threaten the security of communities. A number of governance and rule of law programmes also increasingly recognize the importance of intervening at the local level, as well as the national level, to enhance governance and improve service delivery in the security sector.

This changing context at the country level has been reflected in the new UNDP Strategic Plan. The plan recognizes that progress towards development goals is severely undermined in contexts of ongoing community insecurity and social fracture. This has resulted in 'enhancing community security and cohesion' being made an outcome of the new plan.

5.2 The benefits of CSSC as a programming approach

The CSSC approach is a response to the complex challenges of violence and insecurity that UNDP faces in crisis contexts. In countries facing crises of governance, criminality or violence, CSSC is a valuable approach for both prevention and recovery in urban and rural contexts. It is important for UNDP because it:

- **Ensures coherent interventions** – The CSSC approach provides a framework to harness the expertise and resources of UNDP and its partners to address security and development issues in a more integrated manner. It can help programmers move away from a siloed approach to programme design and delivery.
- **Tackles root causes of insecurity** – The CSSC approach combines action to provide immediate physical protection with efforts to address the wider political, economic and social drivers of violence, such as exclusion.
- **Empowers local communities** – The CSSC approach works with communities to identify their own needs and ensures that interventions are demand-led. It is a participatory process that involves local communities in planning and decision-making on the targeting of resources.
- **Makes states more responsive to the needs of citizens** – The CSSC approach builds the capacity of states and communities and helps bring them together. It supports the development of inclusive political processes to manage state-society relations. A key focus is on improving the delivery of services and enabling the users of services to hold providers accountable.
- **Links action at the national and local level** – The CSSC approach focuses on effecting change in a specific geographical area but recognizes that many of the issues that threaten community security require action at the national level. Local issues are addressed through CSSC plans, whilst action is developed with the national government to help create an enabling environment.
- **Builds social capital and trust between different social groups** – The CSSC approach seeks to strengthen the common values and identity, inter-personal and inter-group ties that bind societies together and make them more resilient to violence.

5.3 Guiding principles of the UNDP approach to CSSC

The UNDP approach to strengthening CSSC is underpinned by the following principles:⁴⁶

- **Responses should be locally-driven and owned** – By helping communities to define their own needs, UNDP can empower these communities to take direct control over planning and decision-making about the use of resources.
- **Responses should be evidence-based** – By conducting detailed assessments of community needs, UNDP can ensure that responses are appropriate to the local context.

⁴⁶ These principles build on and are in line with established principles that inform UNDP's work in related areas such as small arms control and DDR (see Page 21 of *Securing Development*, UNDP, 2005 and *Practice Note: DDR of Ex-Combatants*, UNDP).

- **Take an integrated approach to security and development** – The factors that make communities insecure are often a combination of security issues (e.g. lack of trust in the police or the availability of small arms) and developmental ones (e.g. lack of livelihoods, unsafe/insecure urban conditions and lack of, or unequal, access to clean water). Experience shows there is a need to address these in an integrated way.
- **Develop a multi-stakeholder approach** – A wide range of partners need to be engaged in order to address the variety of security and developmental issues that threaten communities. This requires promoting a government's approach as a whole, in partner countries, strengthening partnerships with civil society, and developing harmonized multi-sectoral responses from UN agencies and donors.
- **Develop capacity** – It is important that the impact of programmes is sustainable. Developing the capacity of state and civil society partners, therefore, has to be a central focus of all interventions. This highlights the importance of strengthening governance processes and institutionalizing CSSC approaches in the planning processes of partners.
- **Be conflict-sensitive** – In insecure environments, the design and implementation of responses must be based on an analysis of local conflict dynamics. For example, in a context of conflict between communities, there may be a risk of making one community more vulnerable to attack by its neighbours, unless interventions are targeted at both communities simultaneously. A conflict-sensitive approach is needed that ensures that interventions at a minimum 'do no harm' and go further to address root causes of conflict and insecurity.
- **Promote gender equality** – Women often suffer from insecurity both directly through gender-based violence and indirectly through increased marginalization. The UNDP approach to community security recognizes the need to increase the physical security of women and to ensure their knowledge of, and participation in, the decisions that affect their lives. UNDP also believes that working with men, particularly in looking at violence fuelled by heightened notions of masculinity, is critical to effective violence reduction strategies.
- **Emphasize process** – In divided communities, the way in which interventions are designed and delivered is vitally important. By emphasizing participation and inclusion in decision-making, bringing together different social groups, and developing representative and accountable governance structures, programmes can help to strengthen social cohesion.

5.4 Typical pillars of a CSSC approach

There is no blueprint response to addressing CSSC. It is a differentiated approach with responses tailored to the challenges of each context. That said, UNDP experience shows that there are a number of issues that are often important for CSSC in a range of different environments. CSSC approaches therefore typically include the following key pillars:

- Enhancing local governance and strengthening local institutions.
- Strengthening the rule of law and security sector governance.
- Preventing conflict and supporting peacebuilding.
- Providing alternative opportunities for employment and better livelihoods.
- Improving the community environment and enhancing service delivery.
- Addressing the proliferation of the tools of violence and the demand for weapons.
- Taking a public health approach to crime and violence.

The CSSC approach tries to move from seeing these as separate siloed service lines, to viewing them as complementary parts of an integrated response or programme. Many COs will already have programmes in some of the above areas. The CSSC approach can be helpful in situating sectoral interventions in a broader framework and identifying potential programming gaps. Existing programmes can be valuable entry points for this purpose.

In post-conflict countries, it is important to coordinate community security interventions and DDR programmes. Because DDR is a time-bound intervention and its plans are normally drawn up at the national level, it has not been included here as a pillar of CSSC approaches. However, there are critical linkages to CSSC work, particularly in the pillars of peacebuilding, justice and security sector reform, targeting livelihoods and addressing the tools of violence.

5.4.1 Enhancing local governance and strengthening local institutions

CSSC is at heart a governance approach. It seeks to strengthen the voice of communities and enable citizens to better articulate their concerns. It works to enhance the way local government interfaces with the community and build bridges between citizens and the state. Once the needs of the community have been assessed, CSSC approaches seek to engage all relevant actors – state and civil society – in the development of a community security plan. These plans are often designed to help improve the delivery of basic services and ensure increased accountability for them. Ultimately, the community security plans should be linked with, and feed into, the regular planning and budgeting cycles of local governments. This will ensure that community participation in local planning, budgeting and decision-making processes becomes institutionalized and sustainable over time, as well as mainstreaming community security and social cohesion.

Case study 2

Establishing municipal citizen security plans in Guatemala

UNDP worked with the local government to support the establishment of a Municipal Citizen Security Commission in Santa Lucia. A survey was carried out of the main threats to citizen security and a plan was developed that included action to ban carrying guns in bars, control alcohol sales, improve street lighting, introduce community-based policing, reclaim public spaces, address vagrancy and reduce violence in brothels. Within two years, the homicide rate dropped from 80/100,000 people to under 50/100,000.

As a result of the success of this pilot project, a new national law has been introduced that establishes a National Security Council to coordinate the reform of the security sector, and mandates the development of citizen security plans in each municipality in Guatemala. UNDP is supporting the implementation of this new legislation.

5.4.2 Strengthening the rule of law and security sector governance

The inability or unwillingness of the state to provide security and justice for its people is often a fundamental cause of insecurity and fragmentation in communities. Building trust between the police and citizens and introducing community-based policing is often an important part of a CSSC approach. Increasing access to justice through both formal and community-based systems is also critical. It is important to assess which institutions citizens turn to for security and justice. In many fragile contexts, these may be non-state. To be effective, CSSC programmes should recognize this reality and seek to strengthen the capacity of the state to engage in productive partnerships with non-state providers, and develop the policies and minimum standards for a favourable environment for service delivery.⁴⁷ In post-conflict contexts and countries emerging from dictatorships, supporting transitional justice processes may be important.

⁴⁷ *Enhancing Security and Justice Service Delivery*. OECD, 2007. Page 7.

Supporting police reform through community-based policing in Northern Sudan

The police force is the most visible institution of the security sector and its reform is vital for lasting human security in Sudan. Without law enforcement and the sense of safety, security and public order that the police can provide, the potential for wider political, social, and economic development dips dramatically. Developing a professional and accountable police force that is responsive to the needs of local communities has been increasingly recognized as important for conflict management and peacebuilding in Sudan. With the support of UNDP and United Nations Mission In Sudan (UNMIS) Police, the Ministry of the Interior of the Government of Sudan (GoS) has developed a community-based policing framework which aims at enhancing the efficiency and effectiveness of the GoS Police in the discharge of its responsibilities in accordance with democratic principles and respect for human rights; adopting policing practices that involve communities in making decisions about their own security needs; establishing a long-term partnership between communities and the police based on trust and cooperation in fighting crime and impunity; establishing gender units in police stations within refugee camps; and creating community awareness about the role of the police in society.

5.4.3 Conflict prevention and peacebuilding

Enhancing community security and social cohesion requires a *preventive approach* that addresses a broad range of risk factors. Multi-stakeholder dialogue is used as a peacebuilding tool to bring together different social groups to develop common approaches to community problems. Emphasis is put on strengthening local capacities for peace, such as community forums and district/provincial peace committees that can play a role in conflict resolution as well as provide early warning information about potential conflict issues. CSSC approaches can play a role in facilitating reconciliation processes and seeking to cross ethnic divisions through, for example, supporting Inter-Ethnic Councils.

Expanding community cohesion in Papua New Guinea

Papua New Guinea has a population of 5.8 million people and has approximately 800 languages. In such a heterogeneous society which has been divided by violent conflict, UNDP is supporting a nation-building process aimed at expanding people's perceptions of what a community is. For example, traditional Melanesian conflict resolution approaches have been used to bring ex-combatants together in Peace Fairs that have opened up a space for dialogue. The aim is to promote communal sentiments across different identity groups.

5.4.4 Targeting livelihoods

The lack of economic opportunities, especially, for young men and other vulnerable or at-risk groups, is often a significant cause of insecurity. By providing literacy and skills-training and identifying employment opportunities, programmes can target youth at risk of becoming involved in violence, and provide credible alternatives to violence. Livelihood interventions are also important in post-conflict contexts to provide reintegration opportunities for former combatants.

5.4.5 Improving the community environment and enhancing service delivery

The environment people live in has a significant impact on the level of crime and people's perceptions of safety and security. Situational crime prevention aims to change the physical and environmental conditions that generate crime and fear of crime through improved urban design and planning. Evidence shows that some crime can be 'designed out' by interventions such as developing public

Providing rapid employment for young men in post-conflict Serbia

Following the conflict, UNDP established a programme in South Serbia designed to provide rapid employment to ex-combatants and youth. South Serbia is the poorest part of the country with the highest level of unemployment. Six thousand temporary jobs were created, many of them working to repair and improve public infrastructure in the community. This helped to prevent key risk groups from re-engaging in violence and demonstrated a peace dividend to them and to the wider community.

spaces and street lighting. When asked, citizens in deprived communities frequently highlight issues such as refuse collection and sanitation as their main concerns. CSSC approaches can work to improve the delivery of services by the state agencies responsible for these issues and improve the environment in which people live. This can often be important to reduce feelings of marginalization that can contribute to insecurity. In post-conflict contexts, special attention needs to be given to quick impact community development projects that can help demonstrate a peace dividend and build confidence on all sides.

Developing public spaces in Croatia

One of the pilot communities in the Safer Communities Project in Croatia identified the lack of recreational facilities for youth as a factor contributing to insecurity. An old playground was refurbished as a meeting place for youth, including a skateboard park and activity ground. In a highly divided post-conflict community of Croatians and Serbs, this has become a meeting place for youth from both sides.

5.4.6 Addressing the tools of violence

The availability of small arms significantly increases the level of insecurity in many communities. It makes the recourse to violence easier and more lethal. Interventions to strengthen gun control, address cultures of violence and reduce the demand for weapons have an important role in CSSC initiatives. In many post-conflict countries, the presence of unexploded ordinance and other explosive remnants of war also pose a significant threat. Mine action can therefore also be a vital element in a comprehensive response.

Developing controls on small arms in Southern Sudan

One of the main threats to community security in Southern Sudan is the large number of small arms in the hands of militia and local citizens. Disarmament is a priority for the Government, but there is no policy that sets out the approach it will take. UNDP has worked with the Government of South Sudan (GoSS) to establish a Community Security and Arms Control Bureau, led by the Vice-President, which will coordinate work in this area. UNDP is providing technical assistance to the GoSS to help develop a policy and legislation on small arms control and disarmament. It is also working to engage civil society in the process so that communities are able to shape the new policy and legislation.

5.4.7 Public health approach to crime and violence

The CSSC approach views violence as a threat to public health and safety. It places great emphasis on data collection and strengthening surveillance systems so that responses are based on a detailed

understanding of local needs. The objective is to identify the problem, investigate its causes, develop and test interventions, implement the most effective solutions and evaluate them to build the evidence base for what works. By identifying the risk factors that can make a community vulnerable to violence, CSSC interventions can be preventive as well as responsive. Attention is also given to providing assistance to the victims of violence to facilitate their recovery and integration back into society.

Case study 8

Establishing an Observatory on Violence in Honduras

UNDP has partnered with the Ministry of National Security, the police, the forensics hospital and the university to establish an Observatory on Violence in Honduras. Information is cross-referenced from police, hospital, university and media data to establish reliable statistics. The partner institutions meet weekly to analyse the findings and a regular bulletin is published with key findings to help influence public policy. The Observatory's information has helped to challenge some incorrect assumptions about crime. For example, the police believed that street gangs were responsible for most of the killings, but the new data showed that organized narco-traffickers were the main source.

5.5 Combining work at different levels

UNDP experience shows that strengthening community security and social cohesion normally requires action at three levels:

- national
- provincial/municipal
- local.

Strengthening the capacity of partner institutions at each of the above three levels is an important aspect of the CSSC approach and critical for sustainability. Effective programmes normally simultaneously combine work at these different levels. This can sometimes lead to tensions, for example, a Ministry of National Security or Ministry of Interior in a centralized government may be reluctant to devolve responsibility for community security plans to local government. Bringing together a wide range of partners at the outset of programmes to discuss roles and responsibilities, and establish which activities will take place at which levels, is often important.

In some contexts, for example African countries with porous borders and trans-national populations, action may also be needed at the regional level. In this regard, ensuring linkages between CSSC programmes in neighbouring countries would be an important step.

5.5.1 National level

UNDP experience shows that work is normally needed at the national level to develop an enabling environment for community security initiatives. This often involves strengthening the capacity of a government institution such as the Prime Minister's Office, the Ministry of National Security, the Ministry of Interior or the Ministry of Local Government, to coordinate work on community security. Given the multi-stakeholder nature of CSSC, identifying a partner Ministry with the mandate to convene different agencies, can be advantageous.

Developing a supportive policy and legislative framework for CSSC work is vital. What happens within communities is shaped to a significant degree by wider social, economic and political forces. Increasing community security and social cohesion may often require national action on a broad range of issues, including reducing inequality, reviewing land tenure, tightening small arms control and tackling institutional corruption. In some contexts, support may also be required for processes of decentralization. Effective CSSC programmes, therefore, use local experience to highlight the need for change on these macro issues.

5.5.2 Provincial/municipal level

Local government has a vital role to play in CSSC but it often lacks capacity in many fragile countries. Building the capacity of local government to effectively engage in, and lead, the process of developing and implementing community security plans, can be an important element of programmes. This may require support in strategic planning, expenditure management and budgeting. Often, one of the main elements of strengthening community security and social cohesion is improving the delivery of services. Provincial or municipal authorities are often responsible for delivering a range of services from policing to waste management. Many successful CSSC programmes help increase the accountability of service providers to citizens in order to enhance service delivery. It is important that programmes support the process of state-building in this area, rather than substitute for state capacity. The delivery of services by programmes themselves can only be a short-term measure, and is unsustainable.

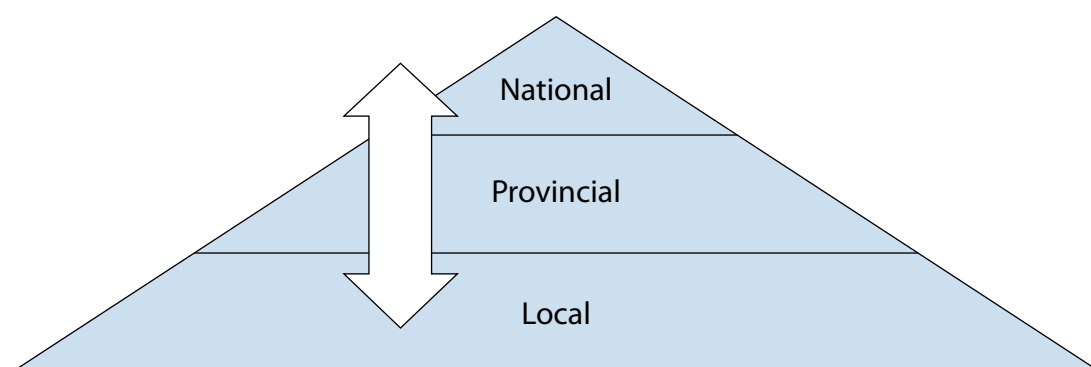
Case study 9

Using local success to leverage national change in El Salvador

Where national progress is not possible because of the political context, successful local projects can help to demonstrate impact and encourage national change. UNDP's Weapons Free Municipalities Project in El Salvador helped to reduce violence by 40 percent in its pilot communities. These local interventions have established the CO as a credible actor and enabled it to become the facilitator of a national dialogue process to develop a citizen security policy.

5.5.3 Local level

This is the level at which the effectiveness of CSSC approaches is ultimately judged. Ensuring participation in the development and implementation of policy and plans at the local level is often the key to success. This normally requires strengthening the capacity and accountability of local governance structures. Support may also be required for civil society organizations to enable them to engage in the process and mobilize their communities. Programmes need to establish a mechanism to feed issues identified at the local level into national policy-making processes, and ensure, in reverse, that decisions made at the national level are implemented locally. Action at the three different levels should be mutually reinforcing.



5.6 Emphasising process to strengthen social cohesion

Community security approaches can be designed and implemented in a way that strengthens social cohesion. This often requires emphasising *process*. If sufficient attention is not paid to this, there is a risk of reinforcing existing patterns of division and exclusion. In a context of divided societies, inclusion and participation are vital principles. Programmes should seek to ensure the representation of marginalized groups in forums, strengthen institutions to resolve conflict, and bring groups together to build trust. Social cohesion may be a long way off in many contexts, but CSSC programmes can

play an important role in enhancing dialogue and reconciliation between and within communities. As trust develops through regular dialogue, opportunities should emerge to address key potential conflict issues such as access to resources in non-threatening ways. By emphasising the process, the community security approach is also building or enhancing the local capacity of the community to solve common problems. The same methods can then be used to address other non-security problems in the community.

5.7 Gender

Gender issues need to be integrated into CSSC approaches in a number of ways in line with the UNDP *Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery*. For example, programmes can advance gender justice by helping to increase women's access to justice at the local level. Programmes can also seek to strengthen the security of women and address gender-based violence by incorporating gender issues into the local community security plans. In order to do so, it is important to look at insecurity in the private as well as public spheres.

A key component of the work with men and women at the community level can be to develop capacities for social change. Awareness-raising with young men can address issues of masculinity and promote positive male values. Support for NGOs to help develop women's role as peace-builders in local communities and to increase their employment opportunities can help expand women's citizenship, participation and leadership. Encouraging government to deliver for women should also be a central focus of CSSC approaches. For example, in Jamaica, training is to be provided for staff from key government partner Ministries on addressing gender issues in policy development and implementation.

Case study 10

Addressing gender issues in the Bangladesh Police Reform Programme

Women and children are the victims of approximately 70 percent of crimes in Bangladesh. Common offences include domestic violence, dowry disputes and acid attacks. The UNDP Police Reform Programme has developed guidelines for the police on victim assistance. Victim support centres have been established at a number of police stations staffed by police officers and NGO workers. The reporting figures for gender-related crimes have doubled since the centres were established.

5.8 Using community security plans as frameworks for an integrated approach

The central part of most CSSC programmes is the development of local community security plans to address the issues identified in the assessment. A vital challenge is whether they can move beyond being UNDP project plans to being unifying planning frameworks within which other actors (government Ministries, donors, UN agencies and other UNDP programmes) target their resources. UNDP experience highlights the critical role that coordination and coherence of assistance plays in strengthening community security and social cohesion.

Case study 11

Inter-agency coordination to support community security in Haiti

The importance of a harmonized approach is highlighted by the relatively small scale resources that UNDP often has to support the implementation of community security plans once they are developed. In Haiti, UNDP only has seed funding for violence prevention projects and has had to be proactive in engaging other agencies and donors. The United States Agency for International Development (USAID), UNICEF, WHO and the World Bank have all now agreed to use the violence prevention plans developed by UNDP with local partners as guiding frameworks for their own interventions.

The key to transforming community security plans from being project-focused to becoming coordinating mechanisms for multi-stakeholder interventions is often working with local government. This may require significant coordination between different UNDP programmes. At the moment in some countries, UNDP has community security, local government, CPR and rule of law programmes operating in parallel. This risks duplication and overlap. A new approach could see community security planning frameworks that address rule of law issues being integrated with the local government support that is often developed by Governance Units in COs. Once participatory community security plans have been developed, the range of UNDP service lines and sectoral programmes could then be drawn upon to address the needs that citizens identify.

5.9 Links to early recovery

UNDP has the global lead for early recovery (ER) coordination within the framework of the Inter-Agency Steering Committee (IASC) Cluster Approach and chairs the Global Cluster Working Group on Early Recovery (GCWGER). The GCWGER leads the knowledge management and technical support for ER Cluster roll-out at country level. By carrying out inter-agency rapid ER assessments which feed into the strategic frameworks informing recovery programming during the humanitarian phase of a crisis, the GCWGER ensures that recovery activities start at the earliest possible time. It also builds on humanitarian action and aims to avoid the emergence of a gap between humanitarian relief and development.

In the earliest stages of recovery, the main focus is on rapidly initiating time-critical and precursory actions that help to stabilize communities beyond the immediate life-saving measures. These may include the restoration of:

- basic services
- livelihoods
- shelter
- local government and governance capacities
- security and rule of law
- social dimensions, including the peaceful resettlement and reintegration of displaced populations.

ER therefore aims to quickly lay the foundations for self-sustaining, nationally owned and resilient processes for post-crisis recovery.

Enhancing community security and social cohesion are therefore key dimensions already required at the earliest stages of recovery, in particular in conflict and immediate post-conflict situations, and should be included in conflict-related ER assessments and strategic framework development. Local level ER programmes follow area-based principles similar to those employed under the CSSC approach, but are often established in contexts where communities are still in flux and dependent on humanitarian relief. They may also include conditions where local government may be absent, discredited or otherwise lack even the most basic capacities, where illicit armed groups may continue operating largely unchecked and where disarmament has not yet started.

In such contexts, UNDP needs to define, based on assessments, what are the basic structures that need to be in place and what methodologies need to be used to create the conditions for a fully-fledged integrated CSSC programme. This could then take over from the initial local level ER programme, once those basic structures are in place and the initial groundwork has been completed.

Applying CSSC in a context of on-going crisis requires developing community and local government capacities to identify, discuss and address local insecurities, while also providing infrastructure and space for dialogue and participatory planning. As such, basic structures for local democratic governance and management of insecurities need to be established or strengthened early on, thereby facilitating post-conflict state-building and reducing the likelihood of resumed hostilities after a peace settlement. In this way, CSSC interventions in ER settings complement humanitarian efforts aimed at protection and the delivery of immediate goods and services (e.g. food, shelter and medication).



Section
6

Implications for programming

6.1 Assessments

Assessments are the foundation of CSSC, because it is an evidence-based, needs-driven approach. Understanding the context in which a programme will operate is vital to its success. Participatory assessment tools and methodologies are important in order to ensure that communities themselves are able to highlight the main threats to their security and help shape the responses required. Assessments can also identify entry points for CSSC programming.

6.1.1 Methodologies

Assessments usually combine a survey of citizens' perceptions with focus groups. Public opinion surveys can provide a valuable baseline against which to measure progress in enhancing community security and social cohesion. Focus groups are a useful method of getting more in-depth information from a particular group of people. Important social groups to target for their specific perspectives on CSSC are women, elders and youth.

A CSSC assessment should also examine official sources of information such as police statistics and hospital records. These can help identify the most common causes of death and injury. In many contexts official records may not be wholly reliable, but it is good to compare quantitative figures with people's perceptions. In some cases, death and injury can become so normalized that the public's perception of threats may differ from the actual most common risks/dangers. In other cases, the fear of crime may be higher than the actual incidence.

6.1.2 Assessment team

Identifying the right people to design and undertake assessments is important. Technical expertise is often helpful to identify the issues to address and the questions to ask. Multi-disciplinary assessment teams are valuable means of ensuring a range of technical advice and paving the ground for an integrated approach. At the request of COs, BCPR can put together teams of its own advisers and

experts from other agencies to help assess the local context and advise on the development of CSSC approaches. However, nothing replaces local knowledge and an understanding of the history and culture which has resulted in the current situation. It is therefore critical to combine technical experts (who might also bring comparative best practice) with local expertise.

6.1.3 Tools

Many country programmes have developed tools to assess security and social cohesion needs at the community level and help develop appropriate responses. There is also a considerable body of international experience on crime victimization surveys and conflict assessments. Box 3 illustrates some of the questions that it is often useful to ask. It should be noted that not all of these questions will be appropriate in all contexts. UNDP should engage local experts to determine the appropriateness of questions.

6.1.4 Identifying community and individual needs

CSSC assessments should strive to identify threats to the community as a whole, as well as threats to specific groups or individuals within communities. Ensuring a balanced approach to this issue is important. Whilst it is necessary to tackle the issues that everybody can agree are a collective priority, it is also important to address issues (e.g. domestic violence or the lack of provision of services to an area that supports an opposition political party) that have a significant impact on one part of a community.

Box 2

OECD armed violence reduction lens

The Organisation for Economic Co-operation and Development (OECD) Guidance on Armed Violence Reduction suggests that assessments focus on the linkages between four important aspects of armed violence:

- *The people* that are affected by armed violence (both the immediate victims as well as the wider communities that also suffer consequences).
- The *institutional environment* that enables or constrains armed violence (both *formal* and *informal*).
- The *perpetrators* of armed violence (and their motives for so doing).
- The *instruments* of armed violence (with a focus on their unregulated availability and/or supply).

6.1.5 Mapping local capacities for peace

As well as identifying problems, CSSC assessments should also identify what local capacities for peace exist. If the drivers of peace and security can be identified, programmes can seek to support and strengthen them. This can help to increase the resilience of communities to violence and extremism.

6.1.6 Gender analysis

UNDP experience shows that insecurity often impacts on men and women in different ways. It is important to ensure that gender-differentiated data is collected in surveys that can highlight the specific impacts of insecurity and the distinct needs of men, women, boys and girls. Young men are normally both the main perpetrators and the main victims of violence. However, some research has indicated that while men may be the most common victims of physical violence, women suffer a high rate of psychological violence and physical intimidation from the threat of violence and even armed violence.⁴⁸

48 SEESAC Study report *Firearms Possession and Domestic Violence in the Western Balkans*, 2007, at <http://www.seesac.org/reports/DomesticViolence.pdf>; also UNDP-Montenegro report *Small Arms and Gender Based Violence in Montenegro* at <http://www.seesac.org/reports/Small Arms and Gender-Based Violence in Montenegro.pdf>

Assessing community security and social cohesion needs

Security

- How safe is your community?
- What are the three biggest threats to the safety and security of your community?
- What specific security threats do you face?
- Is your community more or less secure than it was a year ago? Do you think it will be more or less secure in one year from now?
- What specific security threats do women and children face?
- Are there specific threats faced by ethnic minorities or members of a particular political group?
- Can you draw on a map the secure and insecure areas of your community?
- How easy is it to obtain a weapon?
- Why do community members need weapons?
- Do you and your community have access to water, land and food? Is it enough?
- Is there competition over these resources within your community or with other communities?
- How many violent incidents have you personally witnessed in the last year?
- Are you afraid that you or your family may become a victim of crime?
- Have you or your family been a victim of crime in the last year?
- Who would you call if you or your family was threatened with violence?

Service delivery

- Which government agencies deliver services in your community?
- What is the quality of local services and facilities?
- Who provides security and protection in your community?
- Who resolves conflicts?
- To what extent do government agencies respond to the needs of the community?
- To what extent do you trust the police to solve crime in your community?
- To what extent do you trust the judiciary?
- To what extent do community members have access to justice?
- Who would you turn to if you needed to access justice?

Collective efficacy

- If you were witness to a violent incident, would you report it and, if so, who would you report it to?
- How likely are other members of your community to take action to enhance community security?
- Who or what are the drivers of peace and security in your community?
- What social institutions or networks do you belong to?

Cohesion

- Is your area a place where people from different backgrounds get on well together?
- What are the main factors that prevent people from getting on?
- Do different people and groups in your community agree on what the main issues are facing your community and how they should be addressed?
- Do you feel that you belong in your community?
- What are the issues that unite or divide your community?

Domestic violence is often a significant issue but is normally under-reported in official crime statistics. Women may often feel unable to speak freely about security issues in community forums, and so it is often necessary to organize female-only focus groups to get their views.

Case study 12

Women as conflict actors in Kenya

Assessments should analyse the different roles that men and women play in conflict and insecurity. For example, in North East Kenya mothers traditionally put a lot of pressure on their sons to become warriors and get involved in cattle raiding. The UNDP programme targeted women to encourage them to become 'ambassadors for peace'. By providing them with small grants, the programme supported them to become business people and increased their status in society. Women's Peace Committees to help reduce conflict between neighbouring communities were established.

6.1.7 Using information strategically in programmes

Reliable data is in short supply in most fragile countries. Rather than thinking of one-off assessments it could be useful to consider how ongoing, sustainable information-gathering and dissemination, which can be used as a national resource, can be strategically included in the design of programmes. The programmes reviewed used different models for this, including establishing independent Observatories on Crime or developing an information mapping hub in the Resident Coordinator's office that provides data on security issues to all relevant stakeholders. Providing a common information platform can be the first step to help increasing coordination.

6.2 Programme design

6.2.1 The value of inception phases

UNDP experience highlights the importance of a longer lead time for programmes. Community security and social cohesion are highly political issues and so time spent preparing the political terrain and understanding the context is well spent. Inception phases to programmes can provide space for more comprehensive assessments and multi-stakeholder processes to help design programmes. Inception phases can often be funded as Preparatory Assistance projects.

Important components of inception phases can include:

- Conducting surveys and establishing baseline data.
- Assessing the roles played by women, men, and youth in community security and social cohesion.
- Testing assumptions.
- Assessing the capacity of partners.
- Promoting local ownership and strengthening capacity.
- Identifying and supporting champions of reform.
- Selecting target communities.
- Implementing pilot projects and designing strategies for scaling up.
- Developing a monitoring and evaluation framework.
- Clarifying UNDP comparative advantage.

6.2.2 Selecting target communities

Pragmatism, a lack of resources and a need to test approaches often means that it is sensible to design a CSSC programme to target initially a limited number of specific communities. The selection of target

communities is an important issue for programme design. UNDP experience highlights the need to take into account a number of issues:

- **Levels of violence and insecurity** – In conflict-affected countries, progress may not be possible in communities where levels of violence or insecurity are very high.
- **Political balance** – In contexts where there may be political aspects to violence, it is wise to select communities that support different political parties. This can reduce the risk of the programme being seen as politically motivated, or even fuelling conflict.
- **Geographical boundaries** – For the purposes of programming, it is helpful for a community to have a fixed geographical boundary. Care has to be given though not to draw boundaries around small, closely bound communities, particularly if this demarcates one ethnic group from another. Targeting a larger, rather than a smaller, area may be less likely to fuel tensions with neighbouring communities. It can also provide a means of bringing separate geographic communities together and building positive relations between them.⁴⁹
- **Geographical balance** – Selecting communities in different parts of the country and in a mix of urban and rural settings is often a good idea in order to test responses in different contexts.
- **Coordination or harmonization with other programmes** – Because CSSC requires an integrated, multi-sectoral approach, it often makes sense to select communities where other related programmes, for example community-based policing, are being implemented.

6.2.3 Designing programmes to increase community interactions

Programmes can be designed to promote good relationships between different social groups within an area, through bringing people into contact and encouraging them to work together for the benefit of the whole community. Good relations among different local groups can be the result of a wide range of initiatives on different scales. Effective programmes are often designed to provide maximum opportunity for contact between different racial, ethnic, faith, cultural, age and social groups. Positive interaction between communities can be most effective when it is woven into daily life experiences.⁵⁰

Research into communal violence between Hindus and Muslims in India suggests that the presence of strong civic associations (e.g. business organizations, trade unions, political parties, and professional associations) can help protect against ethnic violence. Violence came to be perceived as a threat to business and political interests shared by both ethnic groups, thereby increasing the motivation to prevent the spread of rumours, small clashes, and tensions.⁵¹

Case study 13

Building flexibility into programme design in Guyana

It is important to ensure that programmes are flexible enough to respond to changes in their contexts. A mid-term review of Guyana's social cohesion programme in 2005 suggested a change of focus to try and prevent the risk of violence at the upcoming election. Capacity development was provided for political parties and their youth wings in conflict resolution; support was provided to the newly established Ethnic Relations Commission; mediation training was provided to the police, magistrates and judges; and interventions were targeted to engage young people in community development projects. The elections passed peacefully and this programme was acknowledged as being a valuable contributory factor.

49 *Building Community Cohesion into Area-Based Initiatives*. UK Home Office, 2004. Page 13.

50 *Ibid.* Page 19.

51 *Preventing Violence and Reducing its impact: How Development Agencies Can Help*. WHO, 2008. Page 32.

6.3 Programme implementation

6.3.1 Enhancing local governance structures and institutionalizing planning processes

The strengthening or establishment of accountable and representative local governance structures is often critical to the success of CSSC approaches. Most successful UNDP CSSC programmes have encouraged municipal or local governments to take the lead in the development of local community security plans. This has significant benefits for sustainability and strengthening governance processes. When partner institutions have flaws such as being unrepresentative, it is better to work with them to try and increase their inclusiveness rather than establishing new structures. However, in some contexts there is no local institution that is neutral and which citizens from different sides can trust. Often other international actors will have sought to develop structures to fill this gap and CSSC programmes can explore whether these can be used rather than setting up parallel institutions in the same communities. Whatever the structure, it is important to ensure that it is genuinely representative of the community it purports to represent and to guard against it being captured by elite or criminal interests.

Case study 14

Working with local governance structures in Croatia, Haiti and Liberia

In **Croatia**, the UNDP programme worked with local Crime Prevention Councils that had been established as part of the national community policing plan. These councils were chaired by the Mayor and comprised representatives from municipal government, police, judiciary, schools, health and welfare institutions and civil society.

After years of instability in **Haiti**, there was no local institution that had the trust of the population. The UN Mission established Community Forums that brought together local authorities, representatives of the population, NGOs, representatives of public services and community associations. The Community Security Project has worked with these forums to develop violence-reduction plans on the basis of a community security assessment.

In **Liberia**, UNDP's Community-based Recovery Programme supported the establishment of District Development Committees that include local chiefs, women, youth and ex-combatants. The Community Security Programme plans to work with these committees on the development of community security plans.

6.3.2 Developing a communications and advocacy strategy

Community security and social cohesion are innately political issues that require staff to engage with the political context that programmes operate in. In many contexts, unless there is an enabling national political environment, progress at the provincial and community level is difficult. In countries emerging from violent conflict and racked by insecurity there may be a risk that governments perceive CSSC approaches as being solely focused on **civilian** disarmament. The challenge for UNDP in such contexts is to raise awareness of the comprehensive approach to insecurity that is required. Good communication is often essential to the success of CSSC initiatives. It is important to tackle myths that can easily develop. Stakeholders need to be kept fully informed of the progress of programme initiatives, as well as the rationale behind the allocation of funding.

Building a constituency for change in Bangladesh

The Police Reform Programme in Bangladesh has employed a former journalist as a Communications Adviser. This is in recognition of the need to raise the public profile of police reform issues and to build a wider constituency of support amongst civil society, the media and the international community. This communications strategy is playing an important role in raising awareness of the need to pass new draft legislation that seeks to make the police independent of political interference.

6.3.3 Scaling up from pilots

Pilot projects to test CSSC approaches make sense but it is important that they do not become ends in themselves. Development agencies are often bad at developing strategies for scaling up from initial pilots. Experience shows that an effective approach is often to provide systemic support to partner government institutions rather than just earmarked resources for a handful of pilot sites. Developing partnerships with other international organizations and donors is also important. These strategies can help to maximize aid effectiveness in line with the Paris Declaration. In many contexts, the role of UNDP may be to bring stakeholders together and test new approaches, and then to pass these on to others (e.g. multi-lateral banks). In order to scale up from pilots, it is essential that projects are well documented and gather evidence to demonstrate their results.

Supporting the implementation of community-based policing in Jamaica

The UNDP Violence Prevention Programme in Jamaica has developed a partnership with the Jamaica Constabulary Force (JCF), the Government's Social Development Commission (SDC) and USAID to support the roll-out of community-based policing across the country. The original plan was to work in three pilot sites but the Government was keen to move beyond pilots and ensure a wider coverage. As a result UNDP and USAID have agreed to support the police and the community development agency to implement the new approach in 38 communities (two per police division) island-wide. By focusing on building the capacity of these two key government bodies, the objective is to increase the sustainability of interventions. The JCF and SDC then plan to roll-out to an additional 38 communities each year.

6.3.4 Engaging a wide range of partners

Given the sensitivity of community security in some countries and the inter-agency approach required, ensuring wide political support can be important. There is sometimes a danger of programmes becoming over-reliant on the support of one prominent government sponsor. This may be enough to get a programme off the ground but is seldom enough to sustain it. One of the challenges for community security work is the daunting number of partners and institutions that need to be engaged. Key partners at the national level often include the President or Prime Minister's Office, the Ministry of Interior or National Security, the Ministry of Justice, the Ministry of Defence, the military, the police, the Ministry of Health, the Ministry of Education, the Ministry of Labour and the Ministry of Local Government. Key partners at the local community level include the mayor's office, municipal government, police, emergency services, schools, religious leaders, business leaders, NGOs and other representatives of civil society. Engaging opposition political parties is also often important in order to ensure a continuity of support if governments change. This is very people-intensive work, but is often a valuable investment. Building relationships and communicating regularly with partners can be particularly important in fragile contexts.

6.4 Monitoring and evaluation

Monitoring and evaluation (M&E) is central to CSSC approaches. Effective monitoring involves establishing a baseline at the outset of the programme and then tracking progress against key indicators. This enables adjustments to be made to programme activities to ensure that they are contributing to achieving programme objectives. Evaluations at the end of programmes can help to identify lessons and inform subsequent programming.

Baseline assessments, monitoring and evaluation frameworks should be built into the design of programmes and community security plans. The selection of objectives and indicators of progress should be made with M&E in mind. Progress can be measured against the baseline data collected in the initial assessments. For example, follow-on surveys can be commissioned to track changes in local people's perceptions of security.

6.4.1 Establishing a system of data collection

One of the main challenges to evidence-based programming and effective M&E in many fragile contexts is the lack of good quality information. Establishing a system of data collection and analysis can be a valuable part of CSSC programmes. Where national institutions exist (e.g. Institutes of Statistics or research departments in government ministries), programmes can seek to enhance their capacity. In other cases, programmes may need to develop their own system of data collection.

Case study 17

Establishing a Crime Observatory in Haiti

The UNDP Community Security Programme in Haiti is working with the International Center for Crime Prevention and the Haiti State University to establish a Crime Observatory. The objectives of the Observatory are to:

- Establish a regular system of data collection and a centralized data registry on violence.
- Support community security diagnosis surveys in the neighbourhoods targeted by the project and develop the methodology and tools for conducting periodical victimization surveys.
- Develop national expertise by strengthening the capacity for analysing data on violence.
- Gather and share the experiences and lessons learned by the various community violence-reduction projects.

6.4.2 Process indicators

Process indicators chart institutional and programmatic progress and demonstrate the benefits of activities. They can be both qualitative and quantitative, and are expected to measure concrete outputs. Given the importance of participation and inclusion to social cohesion, measuring the achievement of a range of process indicators can also be a valuable means of gauging how the programme is contributing to this objective. Possible indicators could include:

- The number of different community groups, including women's groups, engaged in programme planning and implementation.
- The development of a CSSC plan that addresses the needs of different community groups.
- The establishment of a representative and accountable local governance mechanism to oversee the implementation of the CSSC plan.

6.4.3 Impact indicators

It is also important to look beyond project outputs to try and measure how far the issues identified in the CSSC plan have been addressed and the impact this has had on levels of violence and security. Impact indicators can also be both qualitative and quantitative, but measure the de facto outcomes of CSSC interventions.

Possible indicators could include:

- An improvement in the delivery of services to marginalized groups.
- An increase in the number of male youth at risk with jobs or small businesses.
- A reduction in the number of violent incidents witnessed in the last year.
- An increase in the number of reported cases of domestic violence.
- A reduction in the number of people hospitalized due to violence.
- An increase in citizens' perceptions of security.
- An increase in the proportion of women who feel confident of walking in the community after dark.
- An increase in the proportion of people who believe people from different backgrounds get on well together in their local area.
- An increase in the proportion of people who feel that they belong to their community.
- An improvement in the perception of the role of women and marginalized ethnic groups in the community.

Case study 18

Participatory monitoring and evaluation in Macedonia

The Safer Community Development Project in Macedonia has used assessments both to measure progress and to increase participation. An initial perception survey and focus group assessment was used to create community profiles and establish a baseline for the project. Follow-on assessments were then undertaken every six months to assess progress. Smaller assessments were also carried out at the end of each activity – both to measure if the desired output had been achieved and to see how the different stakeholders and community members perceived progress. The project developed an M&E booklet and a manual to facilitate this process. An end of term review was then undertaken by a consultant as the project was completed. According to Macedonian Government figures, armed violence dropped by 70 percent during the project period and a project survey found that 90 percent of community members were aware of the project. The heavy emphasis on assessment contributed to the project's success by ensuring regular engagement with stakeholders and communities.



Section

7

Taking forward CSSC approaches

7.1 Supporting COs to develop more integrated CSSC approaches

7.1.1 Support from BCPR

The key to achieving the CSSC outcome in the UNDP Strategic Plan will be the development of more integrated programming approaches at the country level. Extensive support will be provided to a number of COs that identify the enhancement of community security and social cohesion as a priority area of work. The support provided will take many forms including: technical assistance to assessments and programme design (through desk support and field missions); information and experience sharing (through for instance the establishment of an exchange programme allowing relevant staff members to visit other COs); and the organization of a series of regional meetings aimed at promoting CSSC and sharing information among practitioners. An assessment and M&E tool kit (see below) will also be developed for use by COs.

BCPR's assistance in the development of CSSC interventions may vary from context to context. The approach may be developed from scratch, as has been the case in Ituri in the Democratic Republic of the Congo, or it may be applied by merging existing CPR initiatives at the local level and ensuring complementarity between them. In Haiti, for example, efforts are being made to coordinate the community-based pillars of the Rule of Law and Armed Violence Prevention programmes through joint assessments and co-location of staff in project offices. In Kosovo, the Community Security Project has been integrated as a pillar within a broader rule of law framework, thus ensuring that it complements other CO projects on justice and security.

7.1.1 Inter-agency coordination

Effective CSSC approaches require an inter-agency response. A briefing note for Resident Coordinators will be developed in order to familiarize them with the CSSC concept and approach, and highlight the need for coordination among UN agencies and other partners for its implementation. At the request of Resident Coordinators, a series of UN inter-agency missions will be conducted in order to

identify how agencies can work together to develop and implement CSSC approaches at the country level.

At the international level, in order to promote the CSSC approach and to strengthen coordination with UN partners, UNDP will seek to establish a UN inter-agency working group. This working group will facilitate the exchange of information and best practices among UN agencies on CSSC programming, and will provide a forum for developing a joint UN approach to CSSC.

7.1.3 Development of a roster of consultants

In order to ensure that support is provided in a timely and effective manner to COs, a roster of consultants will be developed. If internal UNDP capacities are not available, COs will identify and contract relevant experts with a track record of working on CSSC issues with UNDP.

7.1.4 Mobilizing seed funding for CSSC

UNDP could provide seed funding for the inception phases of programmes. This would enable a new approach to programme development. COs would have the opportunity to recruit specialist staff, conduct more in-depth assessments, build political support and plan programmes in greater detail. One challenge with CSSC approaches is sequencing the development of the community security plans with the project cycles of other donors and agencies. Until plans are developed, it is difficult to pre-empt what the project outputs and activities will be, making resource mobilization challenging. Often the funds of other actors may be tied and not flexible enough to be committed up front to address community-driven needs. This highlights the benefit of UNDP mobilizing CSSC funds to support start-up activities and priority interventions, whilst simultaneously engaging other partners to provide follow-up support.

7.2 Ensuring that gender is integrated into CSSC approaches

Promoting gender equality is a guiding principle of the UNDP CSSC approach. To ensure that gender dimensions of CSSC are effectively integrated into the evolving concept and programmes, a 'gender and CSSC' project is being developed. This will include commissioning a study on gender aspects of CSSC issues, consultations with COs and women's organizations, a web-based consultation on gender and CSSC through the UNDP CPR-net, and the contracting of gender experts to provide inputs to the design and implementation of country programmes.

7.3 Developing an assessment and M&E tool kit

Although significant work has been done to develop conflict and crime assessment methodologies, little has yet been done to support the development of multi-level and multi-sectoral CSSC programmes. BCPR plans to develop an assessment and M&E tool kit that can be used by COs and partner agencies. The tool kit will be gender and conflict-sensitive and help identify the needs of local communities and inform the design of comprehensive responses. It will also identify a range of indicative process and impact indicators that can be used to measure progress and outcomes of CSSC interventions. The tool kit will be piloted in a number of countries and then revised based on the feedback of practitioners. It will then be published and disseminated for use by COs.

7.4 Ensuring human resources are in place to support implementation

Many CSSC programmes have been undermined by a lack of good quality staff and frequent staff turnover. Often programmes have started without any specialist staff being in place. In the review, it was widely felt among respondents that UNDP is over-stretched. A failure to match programme commitments with staff commitments risks undermining UNDP's reputation and inhibiting the organization's ability to strengthen CSSC. This requires placing greater emphasis on human resources needed to implement programmes, improving procurement services and considering recruitment incentives and longer-term contracts in the difficult environments where CSSC programmes are required.



Annex
1

Security and development concepts and approaches

Evolution of security concepts

In order to understand CSSC, it is necessary to examine its roots in the evolution of security and development concepts, approaches, and methodologies.

National security

For most of the last century, conceptualizations of security involved two components. The first of these was national security, which focused on the sovereign rights of states to defend their territorial borders against external threats and to defend political and economic institutions against internal threats. National security was the ultimate expression of legitimized violence. National security concepts determine the degree of insecurity by: a) the state's perception of fear, and b) the extent of vulnerability of the state's territory, institutions, shared values, and resources.⁵² The national security concept makes four fundamental assumptions:

- Security is inherently political and the state is both its object and guarantor.
- Threats to national security are external and reside in the intentions and behaviours of other states.
- Sovereign states have settled the question of order, unification, legitimacy, and collective identity on the domestic front.
- States would only use organized violence for the greater good of state-making and consolidation.

Public security

The second concept of security employed during most of the last century was that of public security. This focused on the safety and protection of individuals and property from physical violence, regardless of the source, although it was generally assumed to be criminal or terrorist. Like national security

52 Ayob 1980.

approaches, public security approaches are state-centred and therefore focus on the state institutions that are responsible for public security. As a consequence of widespread human rights abuses perpetrated by governments against their own citizens in the latter half of the century, the concept of public security was expanded to include protection from violence caused by the incapacity or impunity of the state. This enlarged concept included the protection of democratic institutions and respect for human rights.

Human security

The concept of human security was developed by UNDP⁵³ in an attempt to expand the concept of security from its traditional concern of defending the state from external and internal threats. Human security focuses on the protection of the individual. This concept emerged in recognition of the fact that in the post-Cold War world, far more people were being killed by their own governments or by non-state armed groups in intra-state conflicts, than by foreign militaries during inter-state conflicts. Rather than being state-centred, human security approaches involve the combined efforts of states, international organizations, non-governmental organizations and other civil society groups.

Proponents of human security differ, however, over which specific threats individuals should be protected from. The narrower concept of human security focuses on violent threats to individuals. Proponents of the broader concept of human security assert that it also should include threats such as malnutrition, disease and natural disasters because these kill far more people than war, genocide and terrorism combined. The 1994 Human Development Report defines seven dimensions to human security:

- economic security
- food security
- health security
- environmental security
- personal security
- community security
- political security.

In its broadest interpretation, therefore, the human security concept combines the two agendas of 'freedom from fear' and 'freedom from want'.

Evolution of development concepts

Human development

The human development approach is the development paradigm that underpins the human security concept, as well as the conceptualisation of CSSC. It emerged as a response to growing criticism of the leading development approach of the 1980s, which presumed a close link between national economic growth and the expansion of individual human choices. It recognized the imperative need for an alternative development paradigm that was 'people centred'. The work of Amartya Sen and others provided the conceptual framework for an alternative and more expansive human development approach. Amartya Sen defines human development as 'a process of *enlarging people's choices and enhancing human capabilities* (the range of things people can be and do) *and freedoms*, enabling them to: live a long and healthy life, have access to knowledge and a decent standard of living, and participate in the life of their community and decisions affecting their lives....There can be as many human development dimensions as there are ways of enlarging people's choices. The key or priority parameters of human development can *evolve over time and vary both across and within countries*.'

⁵³ Human Development Report 1994. UNDP, 1995.

Fragile states and state-building

The challenges posed by fragile states that are unwilling or unable to meet the needs of their citizens have arguably been the priority issue facing the international community in recent years. Experience shows that these states are more likely to become unstable, to destabilize their neighbours, to create refugee flows, to spread disease and to be bases for terrorists.⁵⁴

State fragility is a spectrum with different states having different capacities and capabilities. A recent OECD report suggests that, 'Fragility arises primarily from weaknesses in the dynamic political process through which citizen's expectations of the state and state expectations of citizens are reconciled and brought into equilibrium with the state's capacity to deliver services'⁵⁵. There is a consensus that development agencies need to invest in supporting the emergence of more effective states. The conclusion of the OECD work on state-building is that this requires supporting 'inclusive political processes to negotiate state-society relations'⁵⁶. Supporting governance structures that address inequalities and provide accountability is likely to promote stability over time.⁵⁷

The delivery of services (for example, policing, health and education) is a central issue for state-building. Promoting the participation of the recipients of services in decision-making at local levels can fuel pressure for the state to respond to public expectations and support the development of more responsive states.

Implementing human security and human development concepts to address the needs of local communities

There have been two main approaches in recent years that have sought to implement human development concepts and ensure that programmes are responsive to local needs.

Area-based development

Area-based development (ABD) can be defined as an approach that 'Targets specific geographical areas in a country, characterized by a particular complex development problem, through an integrated, inclusive, participatory and flexible approach'⁵⁸. It seeks to address the root-causes of the problems facing the area, while at the same time trying to mitigate the undesired symptoms. There is no one model of ABD with a fixed set of principles and tools. Rather, it is an approach which takes an area as the main entry point, instead of a sector (e.g. the police) or a target group (e.g. youth). Area-based development programmes typically intervene in multiple sectors at multiple levels involving multiple segments of society in an integrated manner.

Area-based programmes have been developed mostly in post-conflict environments, where the complexities of the challenges called for comprehensive, integrated multi-agency, multi-sector and multi-level responses, and flexibility to respond to sometimes rapidly changing conditions.⁵⁹ These programmes have typically addressed four types of issues: conflict-related, disaster-related, poverty-related and/or exclusion-related. Some ABD programmes have been criticized for not paying sufficient attention to developing the local governance capacity necessary to ensure sustainability. Another critique has been that programmes sometimes failed to support the national level policy and institutional reforms necessary to provide an enabling environment for area-based work.

54 *Why We Need To Work More Effectively in Fragile States*. DFID, 2005. Page 5.

55 *Concepts and Dilemmas of State-Building in Fragile Situations: From Fragility to Resilience*. OECD, 2008A. Page 7.

56 *State-Building in Situations of Fragility: Initial Findings*. OECD, 2008. Page 2.

57 OECD 2008A, op.cit. Page 8.

58 Harst J. *A Practitioner's Guide to Area-Based Development Programming*. UNDP Regional Bureau for Europe and the CIS, December 2006. Page 9.

59 *Ibid.* Page 15.

Community-driven development

Top-down models of development have often failed to have an impact at the local level and poor and marginalized people have often been viewed as the target of poverty reduction efforts. Community-driven development (CDD) approaches treat poor people and their institutions as assets and partners in the search for sustainable solutions to development challenges. CDD approaches seek to empower local community groups to take direct control over planning decisions and the investment of resources through a process that emphasizes participatory planning and accountability.⁶⁰ CDD approaches focus on a specific geographic area like ABD programmes, however, they place greater emphasis on inclusiveness and community participation. This decentralized development approach has been successful in many countries although it has been criticized in some quarters for not always adequately engaging state institutions, resulting in challenges to scaling up interventions. Whilst CDD approaches can have a positive impact on security, they do not seek to address it directly.

There have also been a number of different approaches that have sought to implement an integrated approach to human security and human development concepts at the local level. This is in line with the Outcome Document of the 2005 World Summit in which global leaders recognized that 'development, peace and security and human rights are interlinked and mutually reinforcing'⁶¹. A number of approaches have been developed to help operationalize these concepts in an integrated approach in different contexts including citizen security, community safety, armed violence prevention/reduction and community security. These approaches are quite similar and there are no clear conceptual boundaries between them. In fact, in many contexts, different terminologies are used interchangeably or are elided (e.g. community safety and security). Whilst sharing many commonalities, there are, however, some differences in emphasis.

Citizen security

The citizen security concept emerged from post-conflict and post-authoritarian contexts in Latin America, where rising levels of crime and violence generated widespread public fears. The increasing insecurity threatened to put Latin America's hard-won democracies at risk. The citizen security approach has two principal objectives: (i) to reform public security policies; and (ii) to democratize state institutions and increase the accountability of security agencies. It is a human rights-based approach that emphasizes the participation of citizens in security issues. Citizen security is therefore closely linked with justice and security sector reform

Citizen security however, recognizes that the solutions go beyond the courts and the police. It emphasizes multi-disciplinary, multi-stakeholder approaches. The approach stresses decentralization and therefore often focuses on local governments, especially mayors and municipalities, and the linkages between local and national governments, and between governments and citizens. Increasing the accountability of law enforcement agencies through, for example, community-based policing, civilian oversight and management are important areas of focus.

Community safety

The community safety concept also acknowledges that development and security are inextricably linked. It originates more from a European context and focuses at the local level on fostering partnerships between those affected by insecurity and those responsible for promoting and maintaining the health, welfare and safety of communities. The approach assumes that by bringing members of a community to work together in order to identify and develop solutions to their problems, they not only improve the immediate security situation, but also strengthen the community's capacity to resist

⁶⁰ *Community-driven development in the context of conflict-affected countries: Challenges and opportunities*. World Bank, 2006. Page 6.

⁶¹ *2005 World Summit Outcome*. UN General Assembly, September 2005. Page 2.

pressures that contribute to violent conflict and violent crime. The term community 'safety', rather than 'security' has been used in some contexts to emphasize that this approach seeks to address 'the social, environmental and intimidatory factors which affect people's right to live without fear of crime and which impact upon their quality of life'⁶². As a result, some community safety programmes in Eastern Europe have highlighted issues such as traffic control.

Armed violence prevention and reduction

The OECD defines armed violence as: 'The use or threatened use of weapons to inflict injury, death or psychosocial harm, and that undermines development'⁶³. Armed violence prevention and reduction is another concept that represents an integrative approach to achieving security at multiple levels. The approach starts from the belief that living free from the threat of armed violence is both a basic human need and a basic human right.

The armed violence concept emerged out of the focus of many international actors on small arms control in the early part of this century. It has been driven by an understanding of the need to place small arms control initiatives in a broader context and focus not just on the weapons themselves but on the wider economic, social and political factors fuelling the demand for guns. There has sometimes been a tendency, however, in armed violence prevention interventions to focus primarily on the instruments of violence. UNDP is part of a multi-agency initiative – the Armed Violence Prevention Programme – that is developing international consensus on the need to tackle armed violence, and is supporting national programmes.

62 Northern Ireland Community Safety Unit

63 *Armed Violence Reduction: Enabling Development*. OECD, 2009. Page 3.

Additional resources

The following are a selection of recommended resources for further information on aspects of community security and social cohesion.

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