

CONCEPT NOTE ON COMMUNITY BASED (RE)INTEGRATION AND SECURITY (CBRS)

BY TRANSITION INTERNATIONAL



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This concept paper is drafted with the inputs of many, but especially: Irma Specht, director of Transition International (TI), TI partners Fatuma Ibrahim, Jan-Jilles van der Hoeven and Klaas Breetvelt. Further, inputs are provided by Luc Lafrenière (TI-associate), Srinivas Kumar Venkumahanthi (UNDP), Tom Gillhespy (Peace Direct), and Benjamin Petrini (World Bank- consultant).

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1. BACKGROUND

The new approach of Community Based (Re)integration and Security (CBRS) presents an innovative approach for more comprehensive context and community driven reintegration, integration, resilience and community security programming. It responds to the different dynamics of (re)integration and resilience processes, target groups (e.g. ex-combatants, returnees, refugees, Internally Displaced Persons, Children Associated with Armed Forces and Groups and other children and youth at risk), and receiving- and host communities.

Targeted (re)integration, self-reliance, and local integration projects usually occur in parallel, which tends to create further divisions in the communities, and are often not sustainable. Most programmes are highly centralised and thereby, neither adequately respond to local contexts, nor empower local actors to plan, execute, and own the processes.

In addition, localised conflicts often continue to exist within, and between, communities. It is therefore likely that ex-combatants and other youth will be drawn into these local conflicts on account of their Conflict Carrying Capacities (CCC), the widespread availability of weapons, and due to a lack of existing opportunities in the legal economy. Their involvement in these local conflicts could subsequently lead to continuing cycles of conflict. Meanwhile, community members often express the urgent need to control small arms in the localities. Communities furthermore want to move away from conflict and violence and have their development needs addressed.

The CBRS approach proposes different means to build bridges between the different reintegration, community security, and resilience approaches in order to foster durable solutions, stability, local economic development, and the (re)integration of the different groups in their host- or receiving communities.

1.1 THE NEW APPROACH

CBRS aims to create and foster an enabling environment in support of reconciliation, the effective participation of target groups in local social and economic structures and development processes, community security and arms control. It provides a new approach for context driven and locally led programming, realising that each location has its unique variables to foster in relation to (re)integration and security.

CBRS is an approach designed to be planned for, implemented, and monitored by local actors. While different contexts will further determine its implementation modalities, the point of departure is that local authorities, the communities, and the local private sector become the main drivers and owners, supported by external actors if, and when, needed. While some CBRS activities might be short-term, and external support might exit after a few years, the overall approach will require a long-term process.

CBRS has different components that cross-fertilise each other. The simultaneous implementation of the CBRS components, as outlined below, will create sustainable and multiplier effects:

Through the “social component”, extensive consultations among all groups of stakeholders will lead to the identification and implementation of the priorities for that specific community, and of specific groups. This process in itself will support **social cohesion** and reconciliation, provide a platform to prevent feelings of resentment and/or neglect, and will strengthen local and **inclusive planning capacities**.

It is evident that in most of the locations where CBRS will be applied the local economy is fragile and related absorption capacities are low. Hence, there is a requirement to revitalise or reinforce the local economies **creating more economic opportunities** and promoting progressive resilience focused development. The approach envisions that the broader community will see direct benefits from **local economic and social development**, including a community **economic infrastructure** component, which will lead to increased economic opportunities, production and access to markets.

Targeted assistance will be geared to **economic strengthening**, based on solid profiling of beneficiaries and the opportunities of that locality. For these (mixed) targeted beneficiaries, the economic infrastructure projects will furthermore increase the chances of success of their economic endeavours and will also be of direct benefit to the economic actors in the community. Moreover, as a **preventive** but also a stabilisation measure, local youth with conflict carrying capacities will be identified and supported to become productive contributors to their communities.

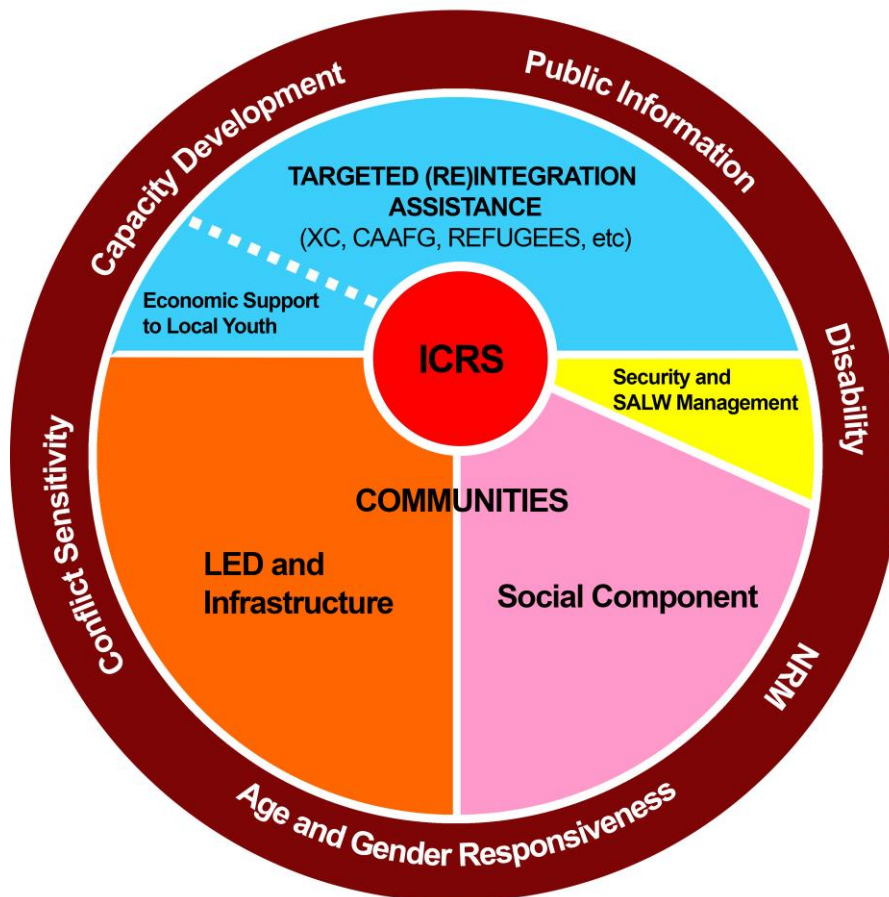
The **improved security** situation resulting from the SALW management and the **conflict mitigation** interventions will further improve living standards of the community as a whole, and create an enabling environment for reconciliation and development.

Finally, the focus on **increasing capacities** of local service providers will result in better and increased support to the target beneficiaries and the community as a whole, and in case of public services, will increase **trust** in the Government.

2. COMPONENTS OF CBRS

The components of CBRS and cross cutting issues are illustrated in the graph and further described below.

Community Based (Re)Integration and Security (CBRS)



A. Information Counselling and Referral System (ICRS)

CBRS is largely implemented through ICRS at the local level. ICRS is the nerve system binding all components together and ensuring cross-fertilisation of the parts. It has a core function in collecting all information concerning profiles and progress of target groups, opportunities for (re)integration, Knowledge, Attitudes and Practise in the communities, services available, etc. As such, it provides information to direct programme target groups, communities, and service providers. Additionally, direct beneficiaries will be assisted with counselling and referral services. The system will provide sound advice and referral to education, training, employment and business start-up opportunities, and will refer people in need to specialised social services.

B. Targeted (re)integration assistance

Individual assistance will be provided to specific target groups and a selected number of people in target communities, with (depending on the context) special focus on male and female ex-combatants,

supporters, returnees, internally displaced persons, refugees, children associated with armed forces and groups and other vulnerable children. While targeting principles might differ from location to location, direct beneficiaries shall be mixed with selected community members when receiving targeted assistance. The priority group from the local community is youth with Conflict Carrying Capacities, who have the potential to destabilise the community, are at risk for recruitment and/or have the potential to become spoilers in the CBRS process.

CBRS programmes have (in principal) no packages, benefits or entitlements that people can claim, but provides assistance in the form of services based on needs, ambitions, and availability of specific assistance. The focus of the direct targeted assistance will be on increasing their employability which - depending on their profiles - could include (re)training, support to business or cooperatives set-up, and job placement. Follow-up support will be provided such as Business Development Services and Micro Finance, and linking the new businesses to production chains and markets (see section C below).

C. Local Economic Development (LED) and infrastructure

Many CBRS settings are characterised by poor socio-economic infrastructure, and current absorption capacities are too limited to ensure sustainable integration of another group of job seekers. Therefore, it is necessary to stimulate local economic recovery through Local Economic Development (LED) interventions, including the improvement of economic infrastructure with the aim to create more (re)integration opportunities for the target groups, and to increase productivity of the local population. LED is an approach that activates the positive forces and energy existing at the local level, with the aim of creating a constructive environment that contributes to economic growth and socio-economic recovery of a post-conflict community. The LED activities will focus on maximising use and productivity based on local resources (natural, human, and financial). Value Chain Development will be the main approach, as well as the introduction of new and appropriate technologies. The criteria to select certain promising value chains will include gender and age variables, and economic initiatives will be explicitly developed to link divisive groups and to foster social cohesion. Another important component will be mobilising and activating the local private sector, and establishing a LED Forum. This body will spearhead the LED short and longer-term planning, and consists of the local private sector and (where present) the local government.

The LED forum will also advise the community which infrastructure investments will have highest economic impact on their local economy, and on economic absorption capacity for integration. Through “block-grants” projects will be implemented in each community, preferably by local contractors, after viability assessments. These projects need to be community driven during implementation, and after completion, to lend sustainability. Therefore, local governments (through the LED forum) must be part of such initiatives from the beginning, to ensure that the ventures are included in the local development and related maintenance plans. Thus, the infrastructure projects are also likely to improve local capacity for planning and implementation.

D. Social component

Based upon solid and participatory social analyses, tailor-made activities geared towards social (re)integration, social cohesion, inclusion and reconciliation will be developed. These are most likely to include activities such as sports, cultural- and awareness raising activities, community trainings on gender issues, and civic education. Social reintegration and reconciliation challenges will be discussed and addressed under this component through facilitated inclusive dialogues, including on perceptions of communities and target groups on the process of return or local integration of target groups. This component also includes the delivery of needs-based psycho-social assistance to target groups and community members alike, preferably through local formal and informal providers (where available) and medical support to people with disabilities. Finally, this component invests in increasing access to education at primary, secondary and higher education levels, partially through scholarships.

E. Security and Small Arms and Light Weapons (SALW) management component

Based upon a solid assessment of conflict dynamics, perceived security and existing conflict mitigation mechanism(s) in the community, this component focuses on strengthening community capacity and the community linkage to state/locality authorities, to address and resolve conflicts and increase security. Local conflict mitigation mechanism will be strengthened and possibly made more inclusive, with the aim to improve conflict resilience of the target groups and communities. This component will provide community members with training on SALW awareness and control measures, and enhancement of conflict transformation skills. The SALW management component outlines the contribution communities intend to make to the broader national disarmament and weapons control processes. It aims to contribute to raising awareness on the negative consequences of arms possession and misuse, and emphasises the benefits of weapons control in reducing the number of incidents involving the accidental use or misuse of arms. It also comprises technical control measures to locally manage and control weapons, as they are being securely stored or voluntarily surrendered in the context of participation in a broader disarmament programme. The approach will thus encompass both bottom-up and top-down processes, whereby, approaches for effective control of SALW are locally implemented and voluntary control initiatives are carried out at the local level. It might include weapons accounting protocols, safe and secure storage, dual-key systems for local storage, building/upgrading storage facilities, registration and marking, tagging and databases, etc. The physical handover of weapons to full government control can take place later in the process as the security environment and group/individual confidence improves. The SALW management component will thus be carefully coordinated with the government and the relevant Ministries to ensure that they can match the requirements and timing of the CBRS initiatives in this area. Further, under this component other perceived sources of insecurity will be addressed.

3. CROSS CUTTING ISSUES

Capacity development of service providers

Lessons learnt from previous (re)integration, resilience and community security processes have clearly demonstrated that capacity development of local actors is vital for sustainability and effective implementation of projects in conflict-sensitive zones. Often, local government, NGOs, Community Based Organisations, the private sector and other potential service providers have limited capacity to deliver the required quantity and quality services at the community level. This programme component therefore intends to develop the capacities of the local actors to plan for, implement, and monitor CBRS in an effective, inclusive, and participatory manner. Strong focus will be on capacitating the public and private service providers to plan and deliver community based services to specific target groups, and the receiving or host communities. The programme will explicitly support the local representations of line ministries to increase their abilities to deliver effective services to the people. Through this, the capacity development component will contribute to increasing trust in the (local) government and provides the exit strategy for the external assistance to the programme.

Age and gender responsiveness

The programme will adopt an age and gender responsive approach, in which age and gender issues are mainstreamed in all activities, to ensure equal access to benefits both men and women of the different age groups. Gender-responsive CBRS further includes supporting positive, non-violent forms of masculinities, (Sexual) Gender Based Violence, Reproductive Health and HIV/AIDS awareness and support, changes in power between different sexes and age groups, and promoting opportunities for men and women to be active citizens and successful household providers. In addition, the programme will have an exclusive focus on girl's and women's empowerment, especially by reinforcing women's capacity to organise themselves, increasing their income and control over resources and improving their working conditions, promoting their representation in decision making at community levels and ensuring their access to services and natural resources.

Public information

Gender and age-responsive public information and sensitisation of all stakeholders is one of the cornerstones of the CBRS and will be crucial in increasing awareness among both direct target groups, their communities, local government, civil society and the local private sector. A holistic public information campaign will be central in managing expectations, gaining broader support and correcting misinformation. The ICRS will be the main catalyst of information to and from target groups and the community.

Natural resource management

In most conflict areas access to, and control over, natural resources is an issue for competition and conflict. The arrival of additional people to an area often leads to an overburdening of natural resources and, for example, competition over land and water are core dividers in many return and host contexts. In addition, the communities might have little knowledge about the effective utilisation of natural resources and, thereby, create distortions in the environment. CBRS takes adequate care in sensitising the issue of natural resource management and provides skill sets to ensure effective management to reduce conflict over the resources. Furthermore, the LED component advocates the use of clean energy and locally available materials. The principle is to avoid more stress on the

environment (which is probably stressed already) and to exploit untapped resources in a more productive and sustainable manner. Specific activities could include provision of skill sets to ensure effective management, training in environmentally friendly practices, clean energy and locally available materials, introduction of appropriate technology, facilitating access to land for some groups, discussing and improving equal access to resources (gender, ethnic, age).

Specialised support to Persons with Disability

Special focus will be given to the effective empowerment of Persons with Disabilities (PWDs) and their caretakers. Measures will be taken to ensure that they have equal access to all programme activities, supplemented with additional support services depending on their needs, which could include artificial devices, specific psychological support and priority in job placements. Efforts will also be made to promote their rights and participation in decision making processes, in their receiving or host communities, and special attention will be paid to women with disabilities, who are often the most vulnerable. Wherever feasible, solutions need to be found to rehabilitate or establish community infrastructure to assist all people with disabilities, and support from the government could be continuously available, even after implementation of short-term interventions.

Conflict responsiveness

The CBRS programmes are tailor made for conflict prone areas. Therefore, highest levels of conflict sensitivity and responsiveness will need to be applied. A participatory conflict analysis is done and regularly updated, and is integrated in the CBRS programme strategy and Monitoring & Evaluation system. Furthermore, as part of the security and SALW component an assessment is made of the community's capacities for conflict mitigation, as well as an assessment of the community's/society's conflict carrying capacities. Through this, dividers and connectors are identified up-front and conflict dynamics are monitored explicitly in the CBRS monitoring system. As part of that, assessments are made on the manner in which the programme might negatively contribute to these capacities for violent conflict, as well as how the intervention strengthens connectors and reduces conflict, violence, and insecurity. While Do No Harm is the minimum standard, the aim is explicitly to transform local conflicts through CBRS.

5. CBRS THEORY OF CHANGE AND IMPLEMENTATION MODALITIES

As part of the planning process, communities, local government, civil society organisations and the local private sector will be engaged in a facilitated process to determine change-paths. Implementation modalities will change from context to context, but below some overall principles are presented:

Implementation modalities

CBRS is a locally driven and led approach where each locality will determine the best implementation modalities. Ideally CBRS is implemented by the ICRS provider and steered by a Community Management Committee composed of local government, community representation, private sector representation (through the LED forum) and representation of the different target groups. In this scenario the ICRS fulfils the implementation and the Community Management Committee the oversight function. The ICRS provider is thus the technical body, which could be implemented through a local NGO, possibly with outside support of an INGO and/or UN agencies and other donors. Local government and communities are thus the owners of CBRS.

Monitoring change

CBR will be monitored at the local level, by the Community Management Committee. Innovative methods, such as crowd funding, outcome harvesting, local statistics, perception surveys, and participatory outcome monitoring, will be used in a simple theory of change model, adapted to the capacities of the local actors. Through these innovative tools, focus will put on downward accountabilities of local governance mechanisms responsible for the implementation of the programme, ensuring ownership at the most grass-root levels. Local actors and individuals will be trained in the above monitoring techniques. In addition, the ICRS is the constant monitoring mechanism for CBRS's assistance.

Examples of CBRS outcomes

While the context will determine the required theory of change, the following clusters of indicators can, in adapted forms, be used from a CBRS intervention:

Economic

- Targeted individual's employability is improved and they find employment
- Increased economic resilience of target groups
- Increase in income and distribution of income among gender, age and ethnic groups
- Women's productivity has increased and their workload reduced
- Business growth among local private sector
- Reduction in youth unemployment
- Renewable productive natural resources are managed in a sustainable manner
- Improved economic infrastructures leading to increase in economic opportunities and business growth

Social

- Social cohesion and inclusion at community level are strengthened
- CBRS target groups (refugees/ Internally Displaced Persons/ ex-combatants/ returnees/ Children Associated with Armed Forces and Groups are better accepted by host communities
- Increase in levels of education among the different social groups

- Boys and girls express greater confidence about future
- People with disabilities and their caretakers are involved in social activities
- Increasing levels of participation of different gender, ethnic and age groups in decision making
- More equitable access to natural resources

Security

- Resilience to conflict is improved in communities through CBRS
- Level of violence (including Sexual Gender Based Violence) is reduced in community through CBRS
- Local youth are increasingly engaged as productive members of the community
- Communities more consensual about the negative impact of small arms
- Weapons are less visible in everyday life
- Men and women of the different age and social groups feel more safe
- Conflicts escalate less frequently into violence
- Reduction in conflicts over resources

Capacities

- Better and more inclusive planning mechanism at community levels
- Stronger conflict resolution mechanism at community levels
- Increased capacities of local civil society organisations to plan, execute and monitor interventions using participatory approaches.
- Increase in trust in the local government
- Increased shares to the community of extractive energy from their area
- More, and better, private and public services
- Equal access to services of all groups in society
- Private sector actors drive local economic development
- Natural resources more widely owned / accessed by communities