

**United Nations
Development Programme**



*Empowered lives.
Resilient nations.*

**A DECADE OF WORK
ON CITIZEN SECURITY
AND CONFLICT PREVENTION
IN LATIN AMERICA
AND THE CARIBBEAN
2001 – 2010**



A Decade of Work on Citizen Security and Conflict Prevention in Latin America and the Caribbean 2001 – 2010

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Acronyms and Abbreviations

AECID: Spanish Agency for International Cooperation and Development.
BCD: Board of Coastal Development
BCPR: Bureau of Crisis Prevention and Recovery
BDG: Bi-National Dialogue Group
BND: Bi-National Dialogue
CAR: The Caribbean
CASAC: Control of Small Arms and Light Weapons Programme in Central America.
CIDA: Canadian International Development Agency
CPR: Crisis Prevention and Recovery
DSSC: Department of Statistics, Surveys and Censuses
EU: European Union
GDP: Gross Domestic Product
ICAIG: International Commission against Impunity in Guatemala.
IDB: Inter-American Development Bank
IDEA: International Institute for Democracy and Electoral Assistance
ILO: International Labor Organization
ISVC: Information System on Violence and Crime
MDCC: Ministry of Development of the Caribbean Coast
MDG: Millennium Development Goals
MINUSTAH: United Nations Stabilization Mission in Haiti
NGO: Non Government Organization
OAS: Organization of American States
OECS: Organization of Eastern Caribbean States
OHCHR: Office of the High Commissioner on Human Rights
PAHO: Pan – American Health Organization
PAPEP: Political Analysis and Prospective Scenarios Project
PDP-NBZ: Peace and Development Programme on the Northern Border Zone
POLSEPAZ: Integral and Sustainable Policy on Citizen Security and the Promotion of Peace.
RBLAC: Regional Bureau for Latin America and the Caribbean
REDES: Reconciliation and Development
RPDD: Regional Project on Democratic Dialogue
SICA: Central American Integration system
UNDAF: United Nations Development Assistance Fund
UNDP: United Nations Development Fund
UNFPA: United Nations Population Fund
UNICEF: United Nations Children's Fund
UNIFEM: United Nations Development fund for Women
UNODC: United Nations Office on Drugs and Crime
UNS: United Nations System
WB: World Bank
WHO: World Health Organization

PROLOGUE

II

This report is a joint effort between the Bureau of Crisis Prevention and Recovery (BCPR) and the Regional Bureau for Latin America and the Caribbean (RBLAC) seeking to compile the United Nations Development Programme (UNDP)'s work in the areas of Conflict Prevention and Citizen Security during the first decade of the 21st century in Latin America and the Caribbean region.

After a brief introduction about the political, social and economic reality in the region, and an overview of strategies for Crisis Prevention and Recovery, the report gathers selected efforts executed at the national and regional level in each work area analyzed.

In the area of Conflict Prevention, efforts aimed at promoting citizen participation and democratic dialogue in the region and building national capacities for conflict prevention and resolution should be emphasized. These are embodied in a wide variety of national and regional projects that have been implemented over the last decade.

In the area of Citizen Security, work is underway that involves the creation of violence observatories and/or the production of various reports that seek to establish the causes of insecurity, to progress in the social prevention of violence and crime and in decreasing risk factors. UNDP also actively works to strengthen institutional capacities for designing, implementing and evaluating national and local policies on the issue.

The areas of Conflict Prevention and Citizen Security are intimately linked to development problems facing the region. Despite their high rates of economic growth, Latin America and the Caribbean remain the most inequitable regions in the world and among the most violent. Exclusion and inequality coupled with high crime rates in the region undermine the foundations of democratic governance and constitute a large obstacle to achieving the Millennium Development Goals (MDGs). Therefore, although this report is limited to the presentation in part of UNDP activities, it should be noted that UNDP's work transcends the limits of this report.

III

In the last three decades, the Latin American and Caribbean region has experienced obvious progress in consolidating its democratic institutions. Within this complex process of democratization, many political, social, and economic actors have burst onto the political scene, brandishing new demands and testing the effectiveness of political systems to process and respond to these new demands.

While citizen preference for democracy in the region is relatively low as demonstrated by the first UNDP report on the State of Democracy in Latin America¹, there is a growing awareness among the citizens on the expansion of political participation and oversight of the exercise of power. In recent years, the consolidation of democratic regimes in the region has increased the societal expectations of large population segments and generated significant political changes in many countries, although it is still premature to assess the impact of these changes on the social conditions of the population in Latin America.

Even today, despite a substantial reduction of poverty in the region and slight improvements in matters of inequality, about 200 million people live in poverty in Latin America and the Caribbean, and the region remains the most unequal in the world.

The tasks of preventing armed conflict - political and social - including that of ethnic origin, as well as the eradication of insecurity and promotion of social cohesion, are closely interrelated with democratic reforms and the institutional strengthening process. Improving democratic governance is essential for the stability and prosperity of the region in the medium and long term. For this reason, UNDP addresses these issues comprehensively, adding a wide range of actions to its work on conflict prevention and citizen security to improve democratic governance (working with political parties and parliaments, supporting the processes of constitutional reform, administrative reform, anti-corruption, local governance, among others) and reduction of economic, regional, ethnic, or gender inequality (promotion of fiscal pacts, social policies).

Throughout the region, democratic systems have enabled the implementation of several consultation processes and dialogue with various social, political and economic actors, whose scope

¹ <http://www.undp.org.ni/files/doc/democracia.pdf>

and impact vary greatly depending on the case. Nevertheless, the process of sustained dialogue among key actors in national life and national or local authorities, is effective and contributes to peaceful economic and social prosperity by reducing the costs of violence, which range from 2 to 15% Annual GDP.

The June 2009 coup in Honduras is a prime example of the strong pressures faced by democracies in the region, despite all the progress made over the past 15 years.

Although the scope of armed conflict in the region appears limited, strictly speaking, the proliferation of political and social conflicts of varying intensity and the spiraling crime rates and new security challenges, suggest that the preventive approach is more relevant today than ever.

UNDP and the CPR Practice Area in Latin America and the Caribbean

IV

UNDP partners with people at all levels of society to help build nations that can withstand crisis, and drive and sustain the kind of growth that improves the quality of life for everyone. On the ground in 177 countries and territories, we offer global perspective and local insight to help empower lives and build resilient nations.

The organization has identified a multi-year global Strategic Plan and four priority areas for intervention: Poverty Reduction, Crisis Prevention and Recovery, Democratic Governance and Energy and the Environment, all of particular relevance in the region.

In Latin America and the Caribbean, UNDP has 26 country offices to provide technical and financial support to member countries, which constitute the executive arm of the organization and its main asset. The region also has a Regional Service Center (based in Panama) to provide high-level technical support to countries and promote South-South cooperation. Its objective is to maximize the impact of the interventions of the Country Offices and regional initiatives in Latin America and the Caribbean.

Within this framework, the Crisis Prevention and Recovery Practice Area team, a joint venture between the Regional Bureau for Latin America and Caribbean (RBLAC) and the Bureau for Crisis Prevention and Recovery (BCPR) provides technical services to offices and countries in three priority areas for the region: *conflict prevention and democratic dialogue, citizen security, and disaster risk reduction and recovery.*

In the last two years, there have been over 200 technical support missions by high-level experts in this area (through UNDP offices), including the mobilization of support for Haiti's recovery after the devastating January 2010 earthquake that claimed over 200,000 lives.

The Eight Point Agenda: Practical, positive outcomes for girls and women in crisis

1. Strengthen women's security in crisis
2. Advance gender justice
3. Expand women's citizenship, participation and leadership: Advance women as decision-makers
4. Build peace with and for women
5. Promote gender equality in disaster risk reduction
6. Ensure gender-responsive recovery
7. Transform government to deliver for women
8. Develop capacities for social change

0.01% of regional GDP per year), and crisis prevention is a "result" that is difficult to assign and quantify, the information provided in this report (as well as through independent assessments in 2010) suggests that UNDP investment in this area seems to have been fruitful.

The initiatives described below are the product of a joint effort by various actors, namely governments, civil society, international cooperation, the UNDP Country Offices, other UN agencies and regional organizations (such as the Organization of American States here after referred to as OAS and the Central American Integration System here after referred to as SICA), among others. All the aforementioned actors are characterized by a partnership with UNDP among other UN agency partners. Therefore, the success (or failure) of these initiatives cannot be attributed exclusively to UNDP. Its role however modest, is worthy of documentation hence the purpose of this report.

The CPR practice area is part of UNDP's efforts to comprehensively combat both the causes and the consequences that lead to the crisis, which in turn then undermines the development of affected populations. In short, the CPR Practice Area in the region includes at least 160 projects in most countries of the region, implementing over 300 million dollars from a range of donors. These projects range from ambitious interagency prevention programs to intervention-focused analysis and dialogue both pre and post crisis. It is noteworthy that the BCPR has contributed a total of \$40 million to projects in the region since 2004 and has provided technical support to other initiatives in the area².

Although the amount of resources may seem relatively modest compared to the levels of production in the region (less than

Initiatives and Results in the Work Areas

This report aims to document much of UNDP's work in Conflict Prevention and Citizen Security over the last decade (2001-2010). A unified presentation of both issues provides an integrated approach for these two areas from the close relationship between them and the challenges threats they face, as evidenced by situations such as that which occurred in 2010 in Jamaica or the challenges facing Guatemala, among others. The report also includes a sample of the wide range of tools and instruments produced by the CPR Practice Area in both work areas.

1. Conflict prevention and democratic dialogue

The CPR practice area is focused on making national tools and capacities available to countries for the prevention and nonviolent management of conflict. By integrating a gender sensitive approach to conflict, development programs can facilitate the creation of opportunities and political, economic and social space in which national actors may submit their claims within a context of growing peace and social cohesion. Although prevention is beyond the scope of dialogue (and dialogue is also used in situations where there is no crisis per se), both activities are highly complementary in the Latin American context.

As noted in the introduction to this report, the region is experiencing a reality in which the lack of an institutional approach to promoting conflict prevention is giving rise to larger and more frequent tensions. Based on this new reality, despite the fact that the number of armed conflicts in the region declined from 1990 to 2010, social and economic conflicts have increased in the region, particularly disputes involving marginalized populations such as indigenous peoples.

The claims of indigenous peoples are mainly focused on their rights to the lands that they inhabit, participation in decision making processes regarding their ancestral lands, and a range of other political, economic and social rights. Few question the fact that indigenous groups have historically been marginalized in most countries of the region. Their incorporation into public life and the application of tools towards a real and effective participation (such as the 1989 Convention No.169 of the ILO or the 2007 UN Declaration of the Rights of Indigenous Peoples, Resolution 61/295), respecting their rights and traditions, is one of the great challenges facing the region.

It should be noted that the CPR Practice Area addresses the issue from the perspective of conflict prevention or post-conflict work. This is relevant in Latin America and the Caribbean because of the complexity involved in the process of political transition, which is difficult to categorize. The management and support of such processes is at the center of prevention efforts. UNDP, as a facilitator of change and in cooperation with other stakeholders, has significantly contributed to creating spaces for dialogue and reconciliation. Although relatively modest in cost and media coverage, this work built on trust with stakeholders has contributed to improving governance in some countries in the region.

Below are a few of the national efforts carried out in recent years. Nevertheless, it was impossible to record the many occasions in which the UNDP, whether in the framework of its projects, or through a Resident Representative in its role as Resident Coordinator of the United Nations system, has interceded, mediated, promoted agreements or advised actors in conflicts of various kinds (often in coordination with the United Nations Department of Political Affairs). What is collected here is more of a sample of some of the dialogue activities – whether due to their success or their scope, or for the expectations generated – that have been documented on a regional scale in one way or another.

1.1. National efforts

Argentina. The “Argentine Dialogue” was an initiative that emerged in early 2002, amid a deep socio-economic, political and institutional crisis in Argentina whose most critical point was the resignation of President Fernando de la Rúa in December 2001. Within this context, the Argentine Dialogue was a space of coordination and consultation for various government and civil society actors. The role of UNDP through its country office was very important in convening and coordinating the process.

The dialogue process had a major impact on the country’s institutions. The idea of a national dialogue, promoted especially by the Argentine Episcopal and UNDP, was launched by the government of Eduardo Duhalde in order to overcome the emergency situation prior to the crisis and find joint solutions for the mid and long term. UNDP offered its negotiation expertise, providing technical support in order to build consensus on state policies in response to the crisis.

The Argentine Dialogue evaluation process concluded with ten lessons learned and seven recommendations. Among the greatest achievements of the process were the reduction of political violence in a setting in which the possibility of “civil war”³ was mentioned. In addition, the dialogue

3 Evaluation of Argentinian Dialogue. United Nations Development Programme for Argentina. October 2004.

helped to create opportunities for discussion, identifying sectoral interests and ensuring the existence of incentives for the achievement of consensus.

In the same way the United Nations Development Programme provided technical assistance through a project whose objective was to contribute to the strengthening of the institutional capacity of the Ex Interior Security Secretary (Ex Minister of Justice, Security and Human Rights) and the provincial jurisdictions to move and coordinate the planning and management of public security, especially in the education and budgetary areas. The achieved outcomes included an analysis on public security budgetary decision making processes; recommendations for the improvement of transparency, the control of planning and budgetary management processes and recommendations for the minimum composition of the contents in basic police formation among others⁴.

The most valuable agreements of the Buenos Aires Commitment 2020 include:

- That civic dialogue should be an on-going permanent exercise and should achieve concrete results;
- To look beyond the circumstances to exchange perceptions and seek shared solutions.
- Time dedicated to meetings and consulting and participatory actions is an investment that improves democratic quality, lowers levels of conflict and aggression.
- Through dialogue, we can address the complex social reality prior to the installation of conflict.
- Shared diagnostics are found as well as aligned government decisions.
- Design and implementation of a participatory process for the construction of the “Buenos Aires 2020” vision.
- Realization of sectoral consultation rounds about the budgetary priorities for 2011.

Bolivia. The United Nations has supported various dialogue experiences in the country over the last decade with governments across the political spectrum. It also had a role in accompanying the dialogue process in crisis situations that culminated in the adoption of a new constitution in 2009. In September this year, it published the systematization of the experience and lessons learned for the future.

The process began in 2000, raising expectations that could not be resolved, since the results of that effort were not binding (this experience raises one of the weaknesses of the dialogue processes in the region, given the lack of an adequate mechanism for monitoring the agreements).

4 Finally UNDP Argentina, through this development project provides assistance to the newly created Security Ministry at a national level. Basing on the past experience, this project focuses its technical assistance on strengthening the capacities of the security ministry in strategic planning and budgetary drafting. The project anticipates the generation of information systems and the transfer of knowledge through planning mechanisms and methodologies and drafting of budgets.

In 2006, the Alto - Santa Cruz dialogue was carried out but was unfortunately unsuccessful. It is worth mentioning that even if the agreements were not executed, the international support laid the foundation for dialogue that subsequently resulted in significant constitutional reform.

The dialogue and consultation efforts led to multiple lessons learned and the demand for a constant process of trial and error. In this sense, the support that UNDP provided (and provides) to the Government and other state structures played an important role in capacity building, providing technical assistance and establishing a permanent capacity for addressing conflict and crisis prevention situations.

Chile. Despite its economic and social indicators, Chile is also facing significant internal challenges, in particular with its indigenous population. In June 2009 it signed the Joint Program: Strengthening National Capacity for Conflict Prevention and Intercultural Management in Chile with funds from the Spanish MDG Fund for the Achievement of the MDGs. The program, which is complemented by the BCPR project, aims to improving the relations between the indigenous peoples, State and Society, accounting for the cultural specificities of each ethnicity and gender configurations present in each case. In order to achieve this objective, they have broadened actions which permit: the generation of capacities that favor intercultural dialogue; the development of initiatives that promote the values of cultural diversity nationally; technical assistance to the public service for the restructuring of public policies with an intercultural approach; finally, the implementation of actions for strengthening local capacity development and conflict prevention in the Araucania region by involving the relevant actors in these processes.

Colombia. Colombia is characterized by the existence of consolidated democratic institutions and by sustained economic growth. However, the formulation of any strategy should not ignore the conflict that the country has experienced for over 40 years and that it has taken a different form in recent years. According to the REDES⁵ Program, this conflict cannot simply be interpreted as a traditional armed conflict, but as one characterized by a particular complexity, exacerbated by the phenomenon of drug trafficking. In addition to armed conflict, there is a social, economic and cultural conflictiveness that manifests itself in multiple forms.

Starting in 2003, UNDP developed a proposal to address this conflict from the human development perspective, which gave birth to the REDES Program. The REDES Program seeks to implement a strategy of integral human development and of peace building in the midst of conflict in five regions of the country characterized by a high level of conflict and poverty.

Program results have been synthesized by an external evaluation of the Swedish International Development Cooperation Agency showing that REDES has: *i) encouraged local initiatives and restored legitimacy to the peace initiatives and actors at the local and regional levels; ii) promoted inter-networking in the territories, and promoted the creation of meeting places with some level of "security"; iii) influenced public policies at the local or territorial levels iv) promoted access of network partners to other complementary programs and projects v) visualized the importance of peace building.*

⁵ REDES (Reconciliation and Development): is a strategic United Nations Development Programme which focuses on fostering development in conflict situations.

The same evaluation recommended continued support from donors based on the belief that it is a political bet for peace and development in Colombia and that with the support provided by UNDP/REDES and its continuity over time, it is possible to advance the construction of peace in the country. In this context, the establishment of a Strategic Framework between BCPR and the Country Office for the period 2009 - 2012⁶ should also be mentioned. It has created the financial and human conditions for maximizing the chances of peace under two different government administrations.

In terms of dialogue processes, the effective monitoring of the call from the London-Cartagena-Bogota Process led UNDP, as well as its REDES Program, to become a platform for the intervention of the UN Resident/Humanitarian Coordinator, who has assumed the technical secretariat role for this process and the group of 24 embassies participating in it (called G-24). To date, conferences in London (2003), Cartagena (2005) and Bogota (2007) have marked a dynamic tripartite dialogue addressing the issues of cooperation, human rights and public policy that relate to the themes of the declarations of the International Conferences that have been developed within the process. The London-Cartagena-Bogota Process has been laying the groundwork for greater understanding, respect and dialogue between the Colombian government, civil society and the various diplomatic missions that are part of the Group of 24. Also, the successful convening of the Expopaz Fair, held in Bogota in October 2010, helped to strengthen these dynamics of dialogue in certain ways. Finally, the effort of the Thematic Window of Peacebuilding with resources from the Spanish Millennium Development Goals Fund (MDGF) is another initiative underway in Colombia.

In sum, the UNDP Agenda for Peace in Colombia receives support from many donors and is currently contributing to significant legal reforms with an impact on key aspects of the conflict, such as land and victims of the conflict.

Costa Rica. Given the context of stability in Costa Rica (despite the 2011 border dispute with Nicaragua), the construction effort of the Thematic Window on Peacebuilding - Spanish MDG Fund, which was assisted by UNDP, aims to encourage the creation of educational and recreational opportunities for youth and children and extend the capacities for conflict resolution through dialogue. The aim is to strengthen local capacity to prevent violence and promote peace through the "National Plan for Prevention of Violence and Promotion of Social Peace: A Country without Fear", and strengthen the institutional capacities of nine communities, creating alternative spaces for people who live closer to violence. As further discussed in the section on citizen security, the work of UNDP has contributed to the formulation of a new national policy on the issue, launched officially in 2011.

Ecuador. The Peace and Development Programme on the Northern Border Zone of Ecuador (PDP-NBZ) was established as a formal mechanism to implement the recommendations made by the inter-agency mission carried out in 2004, following a request by the Government of Ecuador to UN Secretary General, Mr. Kofi Annan.

⁶ UNDP Colombia – BCPR Strategic Partnership framework. 2009 - 2012. The strategic priorities areas i) prevention, analysis and transformation of conflicts; ii) democratic governance for peace; iii) justice human rights and rights of victims; iv) socio-economic development for peace.

The Ecuador-Colombia Border Project, North border, revealed important lessons learned. Among the most relevant is the establishment of a dialogue process between civil society actors from Ecuador and Colombia, which has contributed to the strengthening of the relations between the two countries.

The PDP-NBZ represents an integral, comprehensive, and territorial approach to address the specific challenges of the Northern Border Zone. The PDP-NBZ strategy seeks to reduce the Northern Border's vulnerability to the spillover effects of the Colombian conflict as well as to its historic marginality. In order to achieve this, the PDP-NBZ has established a multi-level strategy that comprises the following six key areas:

- (I) Mainstreaming conflict prevention in all interventions of the Ecuadorian government, civil society, and international community, including the United Nations System;
- (II) Support to the formulation and application of conflict prevention policies, including the strengthening of Ecuador's institutional capacity;
- (III) Promotion of coordination between humanitarian and development initiatives;
- (IV) Improvement of the vertical and horizontal coordination between the different government levels, civil society, and international community, including the United Nations System;
- (V) Promotion of cross-border strategic initiatives as a means of supporting the bi-national coordination, a culture of peace at the local level, and a border integration zone that favors cross-border development between Ecuador and Colombia;
- (VI) Promotion of development initiatives at the local level by adopting a conflict-sensitive approach. These initiatives have been implemented through UNDP's area projects and other UN agencies.

The promotion and support to the formulation of a national policy and establishment of an institutional framework (Plan Ecuador) to promote human security in the Northern Border Zone are the main achievements of the PDP-NBZ. The PDP-NBZ has also had a significant impact to achieve greater consistency in planning and program formulation among the UN Agencies and has promoted the inclusion of a specific objective in the UNDAF 2010-2014 on conflict prevention in the Northern Border Zone. Additionally, the PDP-NBZ ensured that priority attention be given to the correlation between gender and conflict prevention through mainstreaming gender in the main activities implemented in the Northern Border Zone by the UN Agencies.

El Salvador. For the first time in El Salvador since the end of the Civil War and the signing of the Peace Accords in 1992, the main opposition party and former guerrillas have risen to power in the midst of great political and social expectation. On September 3, 2009 the Government of President Mauricio Funes installed the Economic and Social Council with the participation of the business and social sectors in order to create a space for dialogue and to address issues of public interest. The government then requested UNDP support for the establishment of an Executive Secretary for the Council.

Based on similar regional and international experiences, and in response to the request of the Salvadoran government, UNDP has been working on the Secretariat's institutional profile as well as a needs assessment for its creation. The collaboration on this important effort has resulted in the creation of a space for the articulation of consensus on pending economic and social reforms, which has been designed to last over time.

Guatemala. The recent history of Guatemala, closely linked to decades of internal armed conflict, offers multiple lessons on peacebuilding and peacekeeping, as well as the usefulness of various dialogue processes with mixed success.

UNDP's initiative points to a nationwide alliance for progress in meeting some of the unfinished aspects of the Peace Accords, signed in 1996, and the many challenges facing the country in the context of growing inequalities and heightened gun violence even within the various indigenous groups. Thus, the Thematic Window for Peacebuilding –Spanish Fund, and BCPR, intended to assist in addressing the security situation facing the country. Among other things, it has strengthened the National Permanent Dialogue driven by the Executive, starting from the efforts to support the Regional Program on Democratic Dialogue. Also, work in support of the implementation of the National Agreement for Security and Justice (which will be described later) contributes to conflict prevention in the country, given the fragility of institutions and their having been penetrated by illegal structures⁷.

Guyana. In a context of instability in the country between May 2003 and December 2006, UNDP, in collaboration with the Government of Guyana and other national and international partners, implemented the program of social cohesion in order to address the growing ethnic tensions and policies that were affecting the country's development. The program established the

Democratic Dialogues in Guatemala

- 1998-2000 Vision Guatemala
- 2002 Intersectoral dialogue Committees
- 2003 Multiparty Dialogue
- 2004 Education Vision
- 2005 Construction of Departamental Agendas
Public Dialogue Law of Concension
Conflictivity in Democracy
- 2006 Environmental Action
Women Citizenship
Dialogue Committees on Health and Nutrition
National Intersectoral Agricultural Dialogue
- 2007 Reflection on Education
Intersectoral Dialogue for Protected Areas
Forums for Political Party Workshops
- 2008 Guatemala: Learning How to Dialogue Again
- 2009 National Policy on Rural Development
- 2010 Agenda for Territorial Development

⁷ http://www.democraticdialoguenetwork.org/country_support.pl?lang=eng

following objectives: i) progress towards social cohesion and effective mediation ii) improve safety and access to justice for citizens and iii) progress towards the implementation of constitutional reforms⁸. In 2007, it conducted a program evaluation in order to assess the achieved progress.

The evaluation found that the strategy was innovative, given its multiple entry points; national and regional levels of government, political parties, parliament, civil society, business, trade unions, youth, women, religious and cultural associations, and media. Progress was made on social cohesion and effective mediation, managing to increase peace building capacities. The assessment determined the importance of continuing the work through effective projects in order not to lose the progress made and showed the potential impact of promoting dialogue, among others, to stop the process of political deterioration in a given context.

Haiti. The process of democratic consolidation in Haiti began in 1986 with the departure of Duvalier and the return to power of President Aristide in 1994, after several years of a bloody coup (1991). After a new political crisis, which ended with the departure of President Aristide in 2004, the UN authorized the establishment of an international multilateral force in the country, which then passed the baton to the UN Stabilization Mission in Haiti (MINUSTAH).

Similarly, UNDP was actively involved in the transition process in 2004 that contributed to the restoration of governance. In the midst of an institutional vacuum and lack of state authority, establishing a tripartite group composed of a representative of the J.B Aristide political movement, a representative from the political opposition and the UNDP Resident Representative in the country. The Tripartite in turn appointed a Council of Elders charged with appointing a transitional Prime Minister, responsible for the organization of general elections (held in 2006). During this period, international collaboration was of key importance, deployed through the combined efforts of donors under the Transition Plan (*Cadre de Cooperation Interiminaire*), in which UNDP, representing the United Nations System, played a key role in the complex coordination of the process with the World Bank, IDB and the European Union and the beginning of a process (unsuccessful) of national dialogue. The 2006 elections concluded with the election of LESPWA candidate, Rene Preval, with 50 percent of the votes in his favor and the beginning of a new phase of political and social stability⁹, cut short by the tragic earthquake in Haiti in January 2010. His presidency ended with the transfer of power to a new constitutional president Michel Martelly on May 24, 2011 after the second round of elections.

In addition, as in other countries in the region, the United Nations (and UNDP) established a Program in 2010, approved within the framework of the thematic window for the Construction of Peace building with resources from the Spanish MDG Fund. UNDP's work in this area is being revised in the light of the changes after the 2010 earthquake (including the return in 2011 of J.C. Duvalier and J.B. Aristide to the country) and the emerging priorities of the new government administration in 2011.

⁸ *Can Fostering Dialogue Change de Course of a Nation? An evaluation of the Guyana Social Cohesion Program. Final Draft June 7, 2007. Michael Lund, Management Systems International, Inc. and Roxanne Myers, independent Consultant.*

⁹ *After the 2006 elections, a certain level of normalcy returned to the country and the Government proposed a strategy focused on economic development and state reform. Starting with efforts by Minustah and the Haitian police in security matters, there were considerable achievements in violence reduction (which fell to levels similar to those of Costa Rica in 2009) and the country experienced relative economic growth and considerable infrastructural improvements during the five years of President Preval's administration.*

Honduras. UNDP has been involved in different dialogue experiences during the last decade. More recently, since 2009, it has analyzed and reviewed the country's situation (with the 2009 coup) in order to propose and identify lines of action, especially a dialogue mechanism to guide democratic governance in Honduras. Based on the input from the Political Analysis and Prospective Scenarios (PAPEP), and reports prepared by the Democratic Governance project in Honduras, various proposals have been presented. Within this framework, there are specific recommendations, including: i) promoting the rapprochement of stakeholders, ii) developing a legislative agenda that prioritizes approaches to democratic governance and iii) exploring the possibility of dialogue at the local, national and regional levels. The later has been achieved through the efforts of the Regional Democratic Dialogue Project, which advised the government on dialogue options in 2010, complementing the efforts in crisis mediation by the OAS. UNDP has also supported the work of the Truth and Reconciliation Commission, in close collaboration with other UN agencies.

Jamaica. The United Nations Development Programme's (UNDP) Jamaica Country Office initiated its Civic Dialogue for the Democratic Governance Project in 2002, following a series of consultations throughout the country and internationally. With the project having run for three years, and the UNDP investigating the possibility of initiating a new Community Transformation and Peace Building Programme, the Country Office considered it an opportune time to evaluate the Civic Dialogue Project. Therefore an evaluation team was commissioned to research and develop a report between October 18 and November 14, 2005. The team came up with the following recommendations: 1) need for redefinition of the objectives and strategy for achieving them; 2) solidify the original structure and strengthen the delivery capacity by bringing in new skills; 3) build into its activities a culture of reflection and lesson learning; and 4) implement a time bound process for institutionalising the project as a nationally executed one¹⁰.

Mexico. Apart from defining the work with the indigenous people as a priority and with the close collaboration of the Regional Democratic Dialogue Programme (RDDP), a Forum on the Implementation of the Declaration of the Rights of Indigenous Peoples was convened in Mexico. It was attended by approximately 90 people, including indigenous leaders, representatives of civil society organizations and academia, in addition to representatives from the Mexican government.

Moreover, the UNDP Office of Mexico considers the country's work in promoting democratic dialogue relevant for the strengthening of local development spaces for citizen participation and civil society advocacy in public policy. These effects have initiated follow-up efforts of dialogue with various actors, in particular, under the UNDP program in the state of Chiapas around the problem of a draft law on the issue of displaced persons.

Nicaragua. UNDP has continued to support efforts to politically analyze scenarios in recent years, through its PAPEP programme. As part of an inter-agency initiative called the thematic window for Peace building funded by the Spanish MDG Fund, UNDP's Governance Program in the Autonomous Regions of Nicaragua's Caribbean coast consists of two projects. The first

¹⁰ See, Theodore et al 2005, *Evaluation of the civic Dialogue for the Democratic Governance Project. UNDP, Jamaica.*

is to provide Support for Strengthening Regional and Territorial governments called Miskitu “Pana Laka,” which is designed to consolidate good governance and good government of the Autonomous Regions of Nicaragua’s Caribbean coast, strengthening regional institutions and citizen participation, especially of women and youth. The second project is to support the Ministry of Development of the Caribbean Coast (MDCC) in its role of supporting the Board of Coastal Development (BCD), whose mandate is to coordinate and support activities and manage resources for the development of the Autonomous Regions, which have traditionally received little attention from the central government. These two projects seek to achieve the Millennium Development Goals (MDGs) and improve the human development index of indigenous peoples and Afro-descendants in Autonomous Regions and semi-autonomous regions¹¹. UNDP is currently working on incorporating prevention efforts and dialogue throughout its new program framework.

Dialogue and Cooperation in Panama

- 1991 Bambito Process, political agreement to establish a state agenda.
- 1995 Meeting Panama 2000. Agreement to establish a legal framework to receive the Panama Canal.
- 1999 Area Health Coalition, Santo Tomas Hospital.
- Vision 2000 Panama 2020 - Programmatic Agreement of country vision.
- 2000 National Agreement on Poverty.
- 2002 Dialogue for National Educational Transformation.
- 2005 National Dialogue for Social Security.
- 2007 National Coalition for Development, programme agreement 6 axes of development.

construction of the thematic agenda vi) the construction of agreements and monitoring mechanisms. The Toolkit is a UNDP effort to build awareness, based on knowledge management efforts conducted by the organization. Particularly interesting is the emphasis on the monitoring of the process, whose importance in this type of process is undeniable.

Panama. After more than a decade of efforts at dialogue in Panama in collaboration with the United Nations System (see box: dialogue and concerted action in Panama), information was collected from a Toolbox “Opening Channels, Toolbox Processes for Dialogue and Cooperation”, which enables the application of lessons learned and the replication of experiences to other places through modules. From Panama’s experience, which includes sectoral, programmatic, political and other dialogues, the tool addresses the diversity of technical elements and negotiation inherent in this type of effort in order to apply them on a case-by-case basis.

The Toolkit contains contributions in the following possible stages of any effort at dialogue, including: i) capacity building for management and leadership dialogue, ii) the design process, iii) the design of the methodology applied; iv) the selection of participants; v) the

11 UNDP Nicaragua webpage, *Governance of the Caribbean Coast programme*.

Peru. In Peru, UNDP has been working to promote social peace and stability by strengthening the capacities for conflict prevention and management in government agencies and civil society at the national, regional and local levels. Currently, regional and local governments continue to face constant tensions and local conflicts, combined with the low level of economic development in many regions of Peru, (particularly in rural areas), often resulting in tensions that lead to violence.

In order to reverse this phenomenon and strengthen the skills and capabilities of the Peruvian government and organizations from civil society in a constructive way to address the social, economic and political limitations that threaten sustainable development and democratic governance, efforts have been made to develop methodologies and tools for conflict prevention and peaceful conflict management with the Presidency of the Council of Ministers. It focuses primarily on promoting dialogue and building consensus through a participatory approach. The current program, in order to intensify these efforts, contains three components: i) institutionalization of democratic dialogue, ii) Joint Fund for Governance and Social Cohesion, and iii) Mainstreaming Conflict Sensitive Agencies of the UN System in Peru. A BCPR project will create new work areas for the effort under way, with the addition of new stakeholders in these issues, such as the Ombudsman.

Trinidad and Tobago. In Trinidad and Tobago, the importance of efforts to promote dialogue in a country with deep ethnic and political divisions has been identified. The effort has determined the interest of organized civil society, private sector and political parties that open consultation spaces in order to generate an extensive and frank dialogue on outstanding issues such as constitutional reform. The Government of Trinidad and Tobago has made efforts towards dialogue and UNDP continues to drive a dialogic approach to act as a tool in conflict prevention, starting with the collaboration of the Regional Democratic Dialogue Programme.

Twin Island States: Antigua and Barbuda and St. Kitts and Nevis. Since the mid - 1990’s, several islands of the Commonwealth Caribbean have embarked on constitutional reviews/reform. An analysis¹² of the process revealed: (a) a high incidence of unfamiliarity with the Constitution within both the political directorate and the citizenry, (b) a strong sense of exclusion from the governance process and a lack of capacity for becoming involved, and (c) an uninformed mass media, which fuelled an emotive rather than rational and substantive analysis of constitutional issues. Based on this analysis, a first-time programme Support of interventions to be supported the UNDP Barbados Sub-regional Office was designed to enhance and include civil society capacity building in Antigua and Barbuda and St Kitts and Nevis.

UNDP Barbados with funding from the UNDP/OECS programme (CAR) initiated a University of the West Indies - St. Kitts and Nevis School of Continuing Studies. Public education and information programme. This programme was based on the Fiadjoe 2000 Report on Constitutional Reform which recommended mediation inputs to promote and address key governance issues which included - operationalizing the previously endorsed recommendations for the establishment of the Joint Consultative Committee for St. Christopher and Nevis, unclear lines of

12 Prof. A.Fiadjoe final report.doc

managerial responsibility, revenue allocation, expenditure and governance reforms for the effective administration of twin-island states.

Within the context of UNDP's Regional Programme, specifically the Democratic Dialogue Regional Project - Multi-Stakeholder Dialogue as a Tool for Conflict Management and the Strengthening of Democratic Governance, in 2004, the UNDP Office serving Barbados and the Eastern Caribbean accessed Regional Democratic Dialogue Project resources to address long-standing governance issues and reforms using dialogue tools to support and implement functional cooperation for twin and multi-island OECS Member States. Workable strategies for multi-stakeholder consensus building. Shared governance issues of political entities, was recognized as urgent, and required on a continuous basis, to be able to address new and emerging governance issues that faced SIDS within a rapidly changing globalized economy.

1.2. Regional efforts

The efforts made in the region suggest that institutional weaknesses in conflict prevention and management do not facilitate the resolution of political tensions and social development. In this regard, UNDP regional efforts are focused on supporting actors, both governmental and non-governmental organizations, in building capacities to understand and manage the risks they face. UNDP has focused on the promotion of institutions and processes with sufficient credibility to settle disputes peacefully while building the national infrastructure for peace, which in turn enables governments and societies to resolve their conflicts internally with their own institutions and resources¹³.

Central to this effort at the regional level, it is necessary to highlight the work of the Regional Project on Democratic Dialogue¹⁴ (RPDD), which is an active instrument in the dialogue efforts promoted by the country offices in Latin America. RPDD's work focuses on three key areas: i) an articulated strategy for capacity building aimed at political and social leaders, facilitators and UNDP/UN staff, to strengthen their skills to facilitate spaces for dialogue and consensus building; ii) supporting, on demand, processes of dialogue in the region, with emphasis on supporting national and local strategies and iii) the consolidation of national and regional learning and practice communities that work towards the creation and systematization of knowledge about dialogue. In 2007, the Project published the Document *Democratic Dialogue, a Handbook for Practitioners*, in conjunction with the OAS, CIDA and IDEA International. This document (and its practical application) is a key tool for sharing the knowledge accumulated in this area, as noted by a recent evaluation.

Moreover, the Political Analysis and Prospective Scenarios Project (PAPEP) seeks to generate opportunities for high-level policy dialogue with strategic development actors through the production of reports and analysis derived from the application of a conceptual framework and its own toolkit (the "PAPEP methodology"). PAPEP has established itself as a network of political-prospective analysis with a regional scope, specializing in the production of national political scenarios, institutional charts, compasses, public policy, political monitoring systems,

regional comparative studies, think tank workshops and training courses on prospective policy analysis. From this point of view, PAPEP seeks to qualify the process of strategic policy generation, promoting an informed debate on the strategic challenges of the national public agenda¹⁵. PAPEP interventions have four impact areas: i) crisis prevention, ii) promotion of democratic dialogue, iii) formulation of citizen-focused public policies and iv) strategic positioning of the UN System.

Both the PAPEP and the dialogue project have actively contributed to national efforts in most countries of the region, combining strategic analysis capabilities and dialogue. Another important contribution was the construction and dissemination of knowledge at the regional level. It has worked steadily, in different fields, to develop tools and instruments that contribute to dialogue efforts in the region, as well as training in collaboration with the Virtual School RBLAC of the UNDP and several universities in the region.

The Democratic Dialogue Project and the Political Analysis and Prospective Scenarios Project (PAPEP), have established a network of political analysis - regional in scope, specialized in the production of comparative studies, for the analysis of the strategic national public agendas and act as tenet tools for promoting dialogue in the region.

Moreover, UNDP prioritizes work with historically discriminated-against groups (such as indigenous groups or **Afro-descendants**), which drives the UNDP governance area, as part of efforts to reduce horizontal inequality (between groups) who have played a key role in many conflicts since the end of the Cold War.

The work with indigenous peoples received a boost on September 13, 2007 with the historic adoption of the Declaration establishing the partnership with indigenous peoples as essential to all areas of UNDP's mission from reducing poverty and sustainable management for all environment related matters to improving democratic governance, developed from a human rights based approach. An example of this new drive is the publication of national Human Development and even global reports on the subject, as well as reports on the MDGs and Indigenous Peoples, among other initiatives at the national and regional levels.

As part of the effort to prioritize projects with marginalized groups, the "Afro-descendant population in Latin America" project can also be mentioned, funded by the Norwegian government and the European Commission. This project seeks to (a) increase both the communication skills and knowledge of the Afro-descendant organizations in Latin America, (b) to contribute to the increased knowledge about the reality of Afro-descendant populations, (c) become involved in understanding and recognizing the capacities of State compliance with the covenants and agreements, (d) inform the public about the reality of the Afro-Latin-Americans, (e) help create public

and virtual forums (f) raise awareness of African cultural heritage, cultural rights and the fight against ethnic discrimination and gender (g) and collect best practices of social inclusion and dissemination¹⁶.

A key tool for the Practice is the Thematic Window on Peacebuilding with Spanish Fund resources and with specific conflict prevention and security objectives in each country (around US \$50 million in Regional commitments). Many donors in each country have also contributed to the effort, without which many of these efforts would have been impossible.

1.3. Binational Efforts

Under the Regional Bureau for Latin America and the Caribbean (RBLAC), the Crisis Prevention and Recovery practice area is currently focusing its efforts on several initiatives identified as priorities. One of the Practice Area's priorities is the promotion of bi-national dialogue processes in potentially conflictive situations. These processes seek to improve relations between countries through a strategy that favors dialogue to address the differences between and work on the positive country agendas.

One of the most successful initiatives in this area is a bi-national dialogue between **Colombia and Ecuador**, which was formally launched in November 2007 and concluded in May 2009. The Bi-national Dialogue (BND) was a joint initiative of the Carter Center and the offices of the United Nations Development Programme (UNDP) in Ecuador and Colombia, based on the General Collaboration Agreement signed between the Carter Center and the Regional Bureau for Latin America and the Caribbean of the United Nations Development Programme (UNDP) in mid-2007.

This effort consisted of a sequence of bilateral meetings and other activities among citizens of both countries that formed the Bi-national Dialogue Group - BDG - with the goal of improving bilateral relations through a strategy that favors dialogue as an approach for the treatment of differences between and work on the positive country agendas.

The Assessment Report concludes that the initiative process reaffirmed the value of dialogue as a forum for achieving a better understanding of the substance of the issues and the diverse perspectives involved. It also demonstrated how this leads to auspicious levels of personal change for social change, as evidenced by some tangible results. It also revealed that a process of this kind allows members and institutions to leverage relationships with a strategic potential that can be activated in the future¹⁷.

An exercise was carried out to identify lessons learned from the project, which demonstrated a significant contribution to the establishment of mechanisms to promote peaceful and constructive binational relations and increased cooperation between Colombia and Ecuador in the border area. Similarly, the project was shown to have played a central role in promoting and supporting the formulation of policy and the Ecuador Plan, an appropriate institutional framework to address the root causes of vulnerabilities starting with prevention efforts.

16 Summary of the Workshop on Conflict Prevention organized by UNDP/BCPR in conjunction with the East West Institute, 18/11/2009

17 Evaluation Report. Colombia – Ecuador Binational Dialogue for the 2007-2008 period.

Its involvement in the matter is also under review to explore its contribution to border issues in Colombia, based on previous experience and existing needs and the added value that UNDP can provide.

Similarly, spaces have been created in the Caribbean for improved bi-national **Haiti - Dominican Republic** collaboration. The presence and development of two projects on environmental issues and bilateral dialogue in civil society in both countries could lay the groundwork for a broader effort for bi-national political dialogue.

In fact, the reactivation of the Joint Bilateral Commission in 2010 and the Dominican government's request for UNDP support enabled the launching of a complex process that includes broad themes of singular importance to the social and economic development of both countries.

2. Citizen Security

Citizen Security has become a major challenge for the population in Latin America and the Caribbean. Individuals and communities are restricted in their lifestyle choices and organizations because of threats against personal and property security, and against fundamental public goods¹⁸. The Human Development Report for Central America, published by UNDP in 2009, points out that security is the main issue of concern for Central America.

In the same vein, the 2009 Latinobarometro Report notes that the Latin America agenda has been marked by two major problems since 1995, unemployment and crime, although the latter, has increased since 1995 and surpassed unemployment as a primary concern in 2009.

The homicide rate in Latin America is the highest in the world, and murder is the most prevalent cause of death in various cities in countries like Brazil, Colombia, Venezuela, El Salvador and Mexico. Some countries now have more violent deaths than during internal armed conflict. Thirty-three percent of Latin Americans say that they have been affected by a violence-related crime. Today, violence forces Latin American citizens to live in fear in the midst of criminal network systems permeating the state's democratic institutions¹⁹.

UNDP activities in the area of citizen security are established within the framework of human security defined as *"protecting the core of all human lives against serious and foreseeable risks in a way consistent with long-term human fulfillment."*

Activities in the area of citizen security aim to advance social prevention of violence, crime and the decline in risk factors and the strengthening of institutional capacities for designing, implementing and evaluating policies in the matter. At the same time, a partnership between government agencies, civil society and all actors belonging to the security system is considered essential²⁰. The work of UNDP in cooperation with other regional agencies of the United Nations, such as UNODC, UNICEF, PAHO / WHO, OHCHR and UNFPA, among others, deserves special mention.

18 Human Development Report for Central America 2009-2010. UNDP.

19 BCPR-RBLAC Strategic Association 2008-2009.

20 Crisis Prevention and Recovery. Latin America and the Caribbean. Informational Brochure.

Below are some of the most significant national efforts, although it should be mentioned that the UNDP also conducts timely advisory support in other countries such as Uruguay where public consultations were carried out on matters pertaining citizen security²¹, Venezuela, Dominican Republic or other English-speaking Caribbean countries.

2.1. National Efforts

Brasil

A partnership between UNDP and UNIFEM has drawn attention to the need to identify points of entry to expand the work of women working within the contexts of conflict and to create avenues for implement the 8 Point Agenda and the 1325 and 1820 Security Council Resolutions.

The Ministry of Justice of Brazil organized the first National Conference on Citizen Security, a process of local mobilization over 18 months with queries through thematic meetings that mobilized 1.274.860 people. At the final meeting, a Knowledge Fair was held in order to identify best practices in security. In this area, UNDP is providing technical support to Brazil, including the organization of South-South cooperation experiences.

Colombia

The Thematic Window on Peace-building – Spanish MDG Fund, in matters of security aims to: i) support systems and capacities for the prevention and reduction of armed violence, and ii) support security sector reform and strengthening of the rule of law.

In the case of Colombia, it has developed the National Development Plan 2006-2010 and the Ethno-Development Plan “Nariño - Pacific” which seeks to: establish socio-productive projects to address the situation of illicit crops, and urgent social investment and a culture of coexistence. It also seeks to strengthen the rule of law with an emphasis on access to justice and the recognition of the rights of victims of violence resulting from the conflict with the illegal armed groups.

Within this framework, it is also developing the “A Country Without Fear” National Plan, presented and led by the Ministry of Justice. It aims at confronting the problem of violence on three fronts: i) situational prevention; ii) community prevention, and iii) social prevention.

Similarly the creation of the Information System on Violence and Crime (ISVC), administered by the Ministry of Justice, promotes a number of inputs for the design, evaluation and monitoring of policies in this area. It is also developing several projects for safety in the areas of firearms, strengthening municipal capacities.

On the other hand, work is being done to develop a programme to strengthen the networks among women for peace and reconciliation. It seeks to transform women's vulnerability in the conflict through empowerment and gender equality in crisis prevention and recovery. Over the past decade, UNDP has also supported some experiences in formulating local security plans in several cities.

Costa Rica

Within the current context where citizen security is the main concern of the population in the country, the Joint Programme Networks for Coexistence, Communities without Fear, financed by the UN Spanish Fund for achieving the Millennium Development Goals and under the leadership of UNDP, has promoted a series of actions and approaches to strengthen the social fabric by creating opportunities for education and recreation of youth and children, as well as to broaden capacities for pacific conflict resolution. The initiative has also promoted the development of local capacities for preventing violence and building peace through the support to the “National Plan for Violence Prevention and Social Peace Promotion: A Country without Fear”. Additionally, the Programme assists 9 highly vulnerable communities providing institutional strengthening and spaces for a healthy coexistence. This effort is part of a broader process –also supported by UNDP– that for the first time in the history of Costa Rica, allowed for the development of a national policy on Citizen Security, POLSEPAZ.

During the past decade, UNDP Costa Rica has also developed several studies on citizen security and its relation to human development. This has allowed the country in all its levels (local, regional and national) to count on precise and reliable information for decision making and for policy formulation and actions aimed at combating citizen insecurity.

The “Networks for coexistence, communities without fear” Joint Program

The proposal is to build networks for peaceful coexistence with the capacity to promote the prevention of violence, promote peace and control the triggers of violence such as the lack of opportunities for youth, the presence of firearms and the sale and consumption of drugs in communities.

The proposal is innovative because it encompasses several dimensions is one: a local, inter-institutional and community strategy, the strengthening the social fabric at the local or community level, the promotion of a culture of peace and the promotion of actions to assist in controlling and mitigating insecurity.

Costa Rica published the National Human Development Report “Overcoming the Fear: (In) security and human development in Costa Rica.” This report pioneered the analysis of the citizen security issue from the human development perspective and was awarded the global prize in the category of “approaches and measurement of human development.” The report suggests that insecurity is the result of the confluence of intense vulnerability and an obstacle to human development because it limits the ability of individuals to conceive and implement a life plan and erodes the social fabric and civic life necessary to this end. It introduced the Cantonal Index of Citizen Security and the human development index corrected for safety.

UNDP Costa Rica has promoted various safety projects among which one can point out “Creating safe environments”, which sought to create the necessary conditions for concerted action among stakeholders on issues of citizen security. Several projects have been developed in this field in support of: i) the formulation of a multisectoral national strategy on citizen security, peace building and conflict prevention; ii) the establishment of the Committee on Arms Control in Costa Rica, made up of institutions within the system of citizen security and justice, the Ministry of Education and the Ministry of Health, in order to hold a public debate about the need to control the proliferation of firearms and ammunition; iii) initiatives to prevent violence and promote peace in country’s selected cantons; iv) the publication of the results of a victimization module included in the Household Survey of 2008; and v) the promotion of safer environments in the immediate area to people, the local sphere. It aims to simultaneously decrease violence, restore the social fabric and control the use of drugs and weapons through a rigorous scientific approach to violence, based on the best information possible.

El Salvador

Within the framework of the Security Program of El Salvador, the working strategy for the prevention of armed violence developed from 2001 to present has involved many institutions and people²². This effort has been included in the document *Disarming Violence: A Decade of preventing armed violence in El Salvador* and includes a summary of the work and background that have enabled and led to current interventions.

Based on this experience, in matters of security, the Thematic Window on Peace-building – Spanish MDG Fund aims to: i) Support systems and capacities for the prevention and reduction of armed violence, and ii) Support reform in the security sector and strengthening of the rule of law. In this sense, the Safe Country Plan looks to build agreements that promote conflict management in addition to teaching the actors involved how to manage the safe handling of security plans and recovery of public spaces. On the other hand, it seeks to promote best practices in the institutions working in security, to strengthen their capacity to respond to violence.

Work is also underway to design national policies on citizen security, local public security management, human resources training and the construction of citizenship and agreements with key stakeholders. Specifically, work has been done towards the building of national and local capacities in the cities of Colon and Sacayoco, with the goal of promoting human development through actions to prevent and reduce violence and crime.

Among the achievements is the formation of a National Observatory for Coexistence and Citizen Security, which works to define a national action plan, the organization of youth committees to facilitate coexistence and citizen security and the development of a gender strategy and security policy, as well a national strategy for the prevention of armed violence. Also, some recent improvements in indicators of violence invite a cautious optimism, although it is still early to measure its sustainability over time.

Guatemala

Guatemala has experienced certain institutional improvements in the context of institutional weakness in the face of organized crime and drug trafficking, against the backdrop of the creation of the International Commission Against Impunity in Guatemala (ICAIG) (with UN support), which has inspired other countries in the region in their fight against organized crime. Within the framework of the pilot country Geneva Declaration, UNDP works to strengthen democratic political systems and the creation of citizenship, establishing partnerships with civil society and encouraging participatory democracy and democratic dialogue to strengthen local government and mend the effects of violence. At the institutional level, UNDP works on the National Police’s historical record, forensic anthropological research, strengthening the Congress and supporting the General Secretariat of (ICAIG).

The proposal submitted for funding to the Spanish MDG Fund and in the second year of implementation, intends, in the case of Guatemala, to establish systems, as well as national and local institutional capacities and a sustainable course for efforts to reduce gun violence. Similarly it will strengthen the states institutions and legal frameworks for security and justice.

In Guatemala, it has also supported the National Security Council to design a National Agreement for Security and Justice. It has also generated roadmaps for a Security Agenda, a strategic security plan and a Plan for International Cooperation. In March 2011, the United Nations Secretary-General announced the creation of a US \$10 million fund from the Peace-building Fund to support these efforts, adding to other resources available in this area.

Guyana

As part of a project whose goal is to expand the Public Trust, Security and Inclusion, work has been done on various components, namely: i) Encouraging and preparing communities, families and youth get involved in a positive and productive activity mechanism to reduce susceptibility to crime and violence; ii) building and strengthening interventions to promote inter-ethnic harmony and social cohesion as a mechanism for reducing distrust and insecurity at the local level, iii) developing a culture of media responsibility that contributes to building unity and a sense of pride and national dignity; iv) using the opportunity derived from a new system of local government to promote greater participation and inclusion in communities as well as greater accountability of elected officials with regards to service delivery. Similarly, it is contemplated the identification of young people, especially women to ensure their commitment to peace building with the goal of eventually accrediting them as mediators at the local government level.

Haiti

In terms of security sector programming, there are Spanish MDG Fund resources that are dedicated to: i) Supporting systems and capacities for the prevention and reduction of armed violence, and ii) supporting security sector reform and the strengthening of the rule of law.

Moreover, and in keeping with the work already undertaken by MINUSTAH in Haiti's stabilization process, the thematic window will work on the Strategy for growth and poverty reduction, recognizing that there are several causes of country insecurity and that these causes must be attacked in order to avoid more serious violence. To this end, the thematic window recognizes the need to strengthen the management capacity of State institutions, not only those in charge of security issues. In the case of Haiti, the proposal has been revised to assist in rebuilding the country after the devastating earthquake of January 2010. The Violence Observatory is already in place, put into operation in 2011.

Honduras

With the creation of the Violence Observatory, it was possible to learn that there were 5,543 violent deaths, in 2007 in Honduras, or 243 more than the previous year. The killings, which reached 3,262 cases in total represented an increase of 8.1% compared with 244 cases the previous year. The average number of homicides in 2007 was 271.8 compared to 251.5 in 2006. Gross figures establish Honduras as one of the most violent countries in the region of Latin America with a homicide rate of 49.9 per 100,000 inhabitants, compared to a global rate of 8.8 per 100,000 reported in the WHO World Report on Violence and Health.

In recent years, the issue of Citizen Security has become one of the key issues of the national agenda in Honduras. The public perceives this problem as one of the largest in the country, a perception that has increased with the presence of organized youth gangs.

Before the political crisis of 2009, work was underway in several areas including the generation of information on insecurity and violence, the strengthening of capacities for violence prevention, the socialization of the National Security Policy and municipal plans for citizen security and violence prevention. With the installation of the new government in early 2010, several Citizen Security initiatives have been reinitiated.

One of the main initiatives promoted is the Violence Observatory, which seeks to reliably promote awareness about violence, for decision-makers at central and

local levels. With this information, concrete proposals and offers may be formulated, with the need to design and implement a comprehensive security policy, one which is long term and sustainable in nature at the state level.

So far, it has managed to revise the National Security Strategy with information produced by the

Violence Observatory, as well as the data generated by the PAPEP report. Among the plans developed are to incorporate municipal mediation and conciliation measures and citizen education campaigns. In matters of gender, it produced a diagnosis of gender violence with product data from the Violence Observatory.

Lack of security is a problem that is growing worse. In recent years, there has been an increase in complaints about violence and crime. The homicide rate increased from 37 to 49.9 homicides per 100,000 inhabitants. This figure is broken down into 91 percent men and 9 percent women. The death of women has increased especially in terms of executions by contract killing. There is the challenge of investigating the characteristics of these deaths and the degrees of impunity observed.

Therefore, one of the priorities in this area is the strengthening of state institutions and NGOs working in the area of security. In this context, school is a vitally important priority area for preventing violence. A diagnosis of violence in State schools with a focus on gender has been performed, as well as a proposal for policies to prevent violence in schools. A curriculum with a gender perspective has also been provided to primary and secondary schools.

Jamaica

In recent years, UNDP has supported the government in some particular areas like in the prevention of urban violence. In 2010, a Program for the Violence Prevention, Peace and Sustainable Development was established to improve policy formulation and programs for the prevention of armed violence, as well as the ability of institutions to prevent armed violence and increase community safety. To date, three state agencies and six civil society organizations involved in project implementation mobilize substantial resources to achieve these objectives.

México

In recent years, Mexico has experienced a deterioration of its citizen security as a result of the impact of organized crime. In this situation, Mexican government authorities have been overwhelmed, and struggle to respond to citizen needs. In this context, the UNDP country office has been working with the Regional Center in Panama to develop a capacity and situational diagnostic, especially at the municipal level, in collaboration with Transparency International-Mexico.

Nicaragua

In collaboration with the United Nations, Nicaragua has put forth various security efforts. Among these are the efforts to control small arms and light weapons; strengthen the National Police (considered by the Knowledge Fair of Panama in 2010 to be the most interesting experience of the region); and support the consolidation of the health care and rehabilitation model with respect to the rights of prisoners.

A proposal has also been developed (and approved) in order to maximize the impact of country

office interventions, through the consolidation of a Citizen Security strategy, building a platform to articulate the various projects and initiatives in this subject area, including the control and destruction of small weapons. These effects seek to emphasize the construction of knowledge, support the design, implementation and evaluation of Citizen Security initiatives and conflict prevention.

Panamá

Panama, with support from the UN System, has been working on the issue of security through various mechanisms. These include holding permanent forums and seminars on Citizen Security, establishing agreements with the private sector, supporting the development of the Strategic Plan for the police institution, the Advanced Police Management diploma and the implementation of the State Pact for Justice by supporting the development of the Criminal Code and Criminal Procedure.

Moreover, the effort to build the Thematic Window on Peace-building - Spanish MDG Fund, was coordinated by UNDP, and in the field of conflict prevention and safety, seeks to contribute to: i) improving information systems on violence through the creation of the violence observatory from civil society ii) strengthening national capacities for integrated local security and conflict prevention.

Paraguay

In the framework of a new government since 2008, technical support in matters regarding citizen security was requested from UNDP in order to contribute to substantive changes in the structure of the National Police, including the training provided to its Academy. In this sense, support has been provided to review the Academy's curriculum, design an Information Center within the Ministry of Internal affairs and redesign the National Police based on a mapping.

Within the framework of the project "Promoting a Government of Security", the first nationwide survey on victimization has been produced and 5,358 surveys have been revealed from a sample of 5,500 homesteads. This was implemented through an Inter-institutional Agreement with the Department of Statistics, Surveys and Censuses (DGEEC). The main results of the victimization survey were presented to national authorities, the Spanish International Cooperation Agency for Development, UNDP, and the media.

With the support from other institutions such as the Secretariat for Women, 100 police personnel were trained in gender and domestic violence related matters. Additionally, members of the National Police have received training on how to manage information for the media, and several courses have been delivered on Human Rights to more than 200 police personnel of different hierarchy. Important work has been done with agents from the Human Trafficking Division of the National Police to determine elements that will form part of the intervention protocol on human trafficking and related crimes.

A diagnosis to determine the capacity and requirements of the Human trafficking division and related crimes in the process of institutional and interagency coordination was carried out. The results of the analysis established the basis for decision making towards strengthening the financing of the Human Trafficking Division and Related Crimes, and the consolidation of a space for articulation and installation in the field of the Ministry of Internal Affairs under the coordination of the Human Rights Directorate. Basic office furniture and equipment was delivered to the Domestic Violence Victims Division in Asuncion and Villarrica, as well as to the Human Trafficking Division of the National Police in Asuncion and in the Nanawa Municipality.

Within the framework of the gender and domestic violence project, institutional capacities have been developed at the Internal Affairs ministry, as well as in spaces for coordination with other ministries to improve the quality of policy formulation and implementation in gender and domestic violence, ensuring proper management in citizen security, promoting respect for human rights. Regarding the abovementioned objective, work was done from an Inter-institutional Committee (Government- Technical and International Cooperation) promoting 3 main products: (i) installation of Specialized Care Units for victims of violence against women, children and youth; (ii) training of national police officials in Human Rights and Gender Violence; and (iii) installation of a preventive working system.

The Project has allowed a very important institution for human development to consider and incorporate the gender perspective and the emphasis on violence against women, children and adolescents. First of all, the constant inter-institutional coordination work allowed, on one hand, the installation of Specialized Attention Desks (6 in total) and on the other hand, the training of 1300 effective police officers with a human rights, gender and domestic violence approach in the normative framework of police procedures in cases of violence. It is also worth mentioning the installation of a preventive work system involving 2600 individual and organized citizens. Another important achievement is the consolidation of the coordinated work between the Internal Affairs Ministry and the National Police.

Finally, the installation and functioning of the Specialized Attention Stations which receive support from professional police women and men trained to attend the cases; they receive complaints and implement the procedure manual according to the reported cases. Improvement has been achieved in the statistical registry of cases and in the substantial increase in the number of complaints from the diffusion of the existence of Specialized Units, which facilitates that complaints not only accrue from the incidence area of the police station, but also from other nearby stations. And also the consolidation of the inter-institutional committee led by the Internal Affairs Ministry, for comprehensive attention, thinking and planning with a gender and human rights approach has also represented an important achievement.

2.2 Regional Efforts

The issue of security requires an integrated strategy that could be divided into three components: 1) Preventing and counteracting violence and crime; 2) Making security institutions more efficient and effective by incorporating a gender-sensitive approach and respect for human rights,

and; 3) Strengthening communities²³. The framework reflects UNDP's comprehensive approach to the Citizen Security issue, which promotes a vision of the need for policies to prevent crime and violence, and at the same time, recognizes the need to reform the institutional security system so that policies are implemented.

Important work has been developed on Knowledge Management in Coexistence and Citizen Security which addresses three areas: i) intervention strategy: How has the UNDP equipped itself to work locally? ii) UNDP Services: capacity building for safety management and iii) UNDP initiatives to support governments. The work departs from the reality that security is the most pressing need in Latin America and that it has greater visibility locally, as well as an established physical and social proximity to the public. At this level, challenges have been identified such as weak local autonomy, lack of information and training and participation. In the scope of this effort regional knowledge fairs were held.

In **Central America**, the strategic view of Citizen Security has focused its interventions in the following areas: i) promotion of prevention strategies for violence and crime; ii) strengthening security institutions and iii) knowledge management and development capabilities. Particular attention is given to gender issues, both regionally and nationally.

Within this context, several regional initiatives have been developed such as the elaboration of the Central American Report on Human Development and Citizen Security, which takes a hard look at the problem from the human development perspective.

Also in this area, the SICA-UNDP and AECID Regional Security Project emerged as part of the *Support Plan for Security Strategy for Central America and Mexico* from 2009 to 2012. Its purpose is to support and supplement a coherent strategy within the framework of the strategic alliance to strengthen democratic governance in the region. Its components are: i) prevention and reintegration of youth children at risk, ii) capacity building for security management in local government and iii) promoting the production of knowledge about Democratic Security in Central America.

The most important activity of the project to date has been the "*Compromiso Central America*" knowledge fair which brought together all stakeholders in the field in October 2010 in Panama (governments, parliaments, local authorities, civil society, media, and donors). It generated more than 40 bilateral agreements and a review of intervention areas of (and challenges to) the security strategy.

The support provided to SICA by UNDP (with the WB, IDB, OAS and UNODC) in preparation for the Donors Conference in the field of Citizen Security in Guatemala in 2011 should also be mentioned.

Moreover, since 2004, the *Control of Small Arms and Light Weapons Program* (CASAC, an initiative of UNDP, SICA and the EU) has sought to harmonize existing legislation in the region on control and regulation of small arms and light weapons, strengthen national capacities through the Multidisciplinary National Commissions and promote a culture of peace.

Under the *Parliaments and Global Security Project* (a joint initiative between two UNDP offices: BDP and BCPR), the objective has been to promote inclusion and participation of legislators and parliamentarians from Central America on issues of Citizen Security, prevention of armed violence and development.

The Thematic Window for Peace-building, with Spanish MDG Fund resources, has specific objectives in each country in terms of both conflict prevention and security. These have been collected within the respective national sections of each of these countries. However, it is necessary to refer to it as an important regional instrument because it is a tool targeted on a country basis, but with regional coverage. It has four main areas of work, including two in matters of security, namely: i) Support systems and capacities for the prevention and reduction of armed violence and ii) support for recovery and sustainable reintegration at the local level.

Within the **Caribbean**, in the context of increasing violent crime in many Caribbean countries, particularly originating from international crime, the basis for this growth is considered to originate in the proliferation of illicit drugs, since the Caribbean is an important point of drug trafficking into the United States, Europe and Canada. This traffic also impacts the local consumption of drugs, gang violence, prostitution, property crime, kidnapping and money laundering. Crime in the Caribbean has created a social imbalance that threatens peace and stability.

To address this reality, the UNDP is working to create a Security Program for the Caribbean Region for the period 2010 - 2012 and has developed a plan to increase capacity for the design and implementation of sustainable Citizen Security programs. To this end, the completion of a *Human Development Report on Citizen Security* and action tools are expected by the end of 2011, as well as the implementation of pilot projects and the strengthening of the community of practice at the sub-regional and national levels.

Finally, in 2011, UNDP has initiated the preparation of an ambitious Regional Report for **Latin America and the Caribbean** to address security, bringing together the best experts in the field to generate specific recommendations for public policy in the region.

VI

As noted at the beginning of this report, Citizen Security and Conflict Prevention are central to the development challenges facing Latin America and the Caribbean and the work of UNDP. After a quick review of the extensive work and the gaps that still exist, two general considerations emerge:

- The need for a comprehensive approach to such programs, which requires addressing the structural causes of violence, such as inequality or the fragility of democratic institutions, without which the dividends of preventive programs will be uneven and its sustainability compromised.
- The relevance of strengthening the work in both conflict prevention / dialogue, and Citizen Security. The cost-effectiveness of such approaches, whose contribution to developing countries has been recognized in several independent evaluations in the region.

The following should also be mentioned:

- The richness and diversity of experience acquired by UNDP (often undocumented), which should help improve the countries' strategic support on the matter. Advances in prevention in some countries, although significant, are still fragile and insufficient, requiring support and an ongoing review and refinement of the package of support services to countries.
- The allocation of additional human, technical and financial resources is key (national and international) in order to continue supporting the region to overcome the challenges described, which can unleash potential economic and social development in the region, which has been burdened by the high human and economic costs of violence over the last decade.

Conclusions

- The desirability of a gradual expansion of UNDP services to the entire region, particularly in the field of Citizen Security in terms of country demand and need (far more focused on Central America and the Caribbean).
- The utility and opportunity for UNDP to advise governments on acquiring flexible structures that are able to anticipate and resolve domestic political and social conflicts peacefully, whether over land, mining rights, or other. The implementation of international commitments, for example on issues related to indigenous peoples, is undoubtedly an effective platform for achieving these objectives.
- The need to deepen partnerships with other multilateral, regional and sub -regional organisms, as well as with civil society networks, in order to optimize existing resources and knowledge management.
- The opportunity to more actively promote South-South cooperation, and use the wealth of knowledge and human resources in the region.
- The difficulty of accurately measuring the results (particularly in the field of conflict prevention), and therefore emphasize the need to constantly document and evaluate these interventions with more qualitative criteria.

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