

**STRENGTHENING OF SOCIAL ORGANIZATIONS
IN MATTERS OF SECURITY
-FOSS-
35181-GUA03RB1**

FINAL RESULTS REPORT

The Project was implemented from 5 September 2003 until 31 December 2004, in accordance to the stipulations contained in Grant Agreement N° 520-G-00-03-00132-00 signed by UNOPS and USAID and in its corresponding amendments.

The United States Agency for International Development (USAID) and WSP – International contributed as donors to the FOSS project within the framework of the Donation Agreement. Later on, and with the purpose of extending the project's accomplishments, the United Kingdom's Foreign and Commonwealth Office (FCO), became a donor in March 2004 (see annex 1).

The project has been able to carry on its activities beyond the final date with the contribution received from the FCO and is currently negotiating a new contribution from this institution to continue its work.

General Objective

In accordance with the **general objective** stated for the FOSS project, important contributions have been made to the processes of enhancement of democratic governance and reform of the security sector institutions in Guatemala. The project has fostered the institutional and technical capacities of a number of civil society organizations specialized in matters of security. This has taken the form of strengthening their skills in producing proposals and carrying out processes of advocacy of public policies on these matters. The process has also included enhancing their competence in performing social accountability practices. The Program for Studies in Democratic Security (Programa de Estudios en Seguridad Ciudadana, PESD) was set in place to deal specifically with this last point.

At the same time, the project promoted the establishment of the Security Advisory Council (Consejo Asesor de Seguridad, CAS) required by the Peace Agreements, as a concrete expression of the action of a space for State – society collaboration. The CAS has begun its work of advisory and proposal on matters of security to the President of the Republic in representation of diverse civil society organizations.

The following are the activities carried out and accomplishments of the project FOSS in regard to its stated specific objectives:

Specific Objective 1

The **first specific objective** is referred to the institutionalization of IGEDEP as a space for collaboration among civil society organizations involved in matters of security in which their technical capacities and institutional solidity are fostered. This has been achieved by focusing on the strengthening of the Guatemalan Institute for Development and Peace (IGEDEP) as an institution. (See annex on the complete activities of IGEDEP 2).

In reference to the **expected results** it may be said that in collaboration with IGEDEP a process of consolidation of the technical and administrative framework for the Program for Studies in Democratic Security (PESD) has been implemented. The program has been jointly managed by IGEDEP and FOSS's Coordinator in an effective and efficient way. During a second phase of the project the decision will be taken if IGEDEP takes over the management of PESD independently.

FOSS continues to give support to the development of a strategy for the self – sustainability of IGEDEP that systematizes the capacity to identify and raise funds for the functioning of PESD in future phases.

The **main activities** put forth in this field were:

- ✍ Signing of the Memorandum of Agreement between IGEDEP and UNOPS on 26 November 2003, with the purpose of including PESD (one of the components of FOSS) within the institutional space constituted by IGEDEP. In accordance to the agreement signed with UNOPS; IGEDEP, with the support of FOSS and PESD's Coordinating Commission, fulfilled the following: 1) Implementation of an institutionalized and functional program; 2) Endorsement of a long term strategic plan which established the action framework for PESD; 3) Approval and implementation of the project proposals presented by member organizations of PESD, (see annex 3).
- ✍ Implementation of a workshop for the strategic planning of the Program for Studies in Democratic Security on 23 October 2003, (see annex 4).
- ✍ Creation of the Program for Studies in Democratic Security (PESD). The Program was presented to the public on 14 November 2003, when its official inauguration took place (see annex 5).
- ✍ Installment of the Coordinating Commission of the PESD on 16 October 2003. The Commission includes one representative from IGEDEP's Directing Council, the Coordinator of FOSS, and one representative from

each of the civil society organizations that partake in PESD, namely:

Fundación Mirna Mack (FMM):

Helen Mack Chang, main representative; Rodolfo Robles, alternate representative.

Instituto de Estudios Comparados en Ciencias Penales de Guatemala (ICCPG):

Luis Ramírez, main representative; Ivonne Aguilar, alternate representative.

Incidencia Democrática (IDEM):

Enrique Alvarez, main representative; Otto Zeissing, alternate representative.

Centro de Estudios de Guatemala (CEG):

Sandino Asturias, main representative; Claudia Escobar Mejía, alternate representative.

Asociación para el Estudio y Promoción de la Seguridad en Democracia (SEDEM): Idivina Hernández, main representative; Jorge Arriaga, alternate representative.

Familiares y Amigos contra la Delincuencia y el Secuestro (FADS)
Ana Margarita Castillo, main representative; Eleonora Muralles, alternate representative.

Asociación de Investigación y Estudios Sociales (ASIES)

Carlos René Vega, main representative; Marco Antonio Barahona, alternate representative.

Facultad Latinoamericana de Ciencias Sociales (FLACSO)

Víctor Gálvez Borrel, main representative; Pavel Centeno, alternate representative.

Universidad Rafael Landívar (URL)

Renzo Lautaro Rosal, main representative; Lourdes Balcón, alternate representative.

Instituto de Enseñanza para el Desarrollo Sostenible (IEPADES)

Carmen Rosa De León Escribano, main representative; Miguel Angel Sagone, alternate representative.

Hacia una Política de Seguridad Ciudadana (POLSEC)

Carlos Ramiro Martínez, main representative; Iván Estuardo García, alternate representative

More information included in anexes 5 and 6.

- ✍ Coordination of the processes of identification, assessment, proposal and allocation of resources to the projects presented according to the terms agreed upon with the Coordinating Commission of PESD which are included in the rules for presenting projects. The participating institutions presented 12 project proposals, of which 10 were approved by the Coordinating Commission and accredited by IGEDEP with specific observations for each project. The organizations whose proposals were accepted are: FLACSO, IEPADES, IDEM, ASIES, Fundación Mack, CEG, and ICCPG, (see annex 7).
- ✍ Implementation of a workshop for the formulation of technical cooperation projects for the organizations participating in PESD on March 11 2004.
- ✍ Implementation of a workshop for the joint monitoring of the projects approved by PESD on 31 March 2004 (see annex 8).
- ✍ Permanent monitoring of the execution of each of the projects approved within the framework of PESD, as well as carrying out monthly meetings to discuss problems encountered during the process of implementation of the projects, and search for solutions in the technical as well as the financial field (see annex 9).

Several actions were taken to set in place fund raising strategies and instruments which will allow for the self sustainability of the project. As an initial result, support from the Foreign and Commonwealth Office (FCO) of the United Kingdom was secured for the period going from March 2004 until March 2005 (see annex 1). Currently FOSS is expecting another contribution from the FCO which will fund a second phase of work. This contribution will be in the order of US\$ 93,500. The funds will be used in the production of consensus among social organizations working in matters of security and governmental institutions on the structuring of the doctrinal, conceptual, institutional and operational components that will rule over the **National Security System**. To achieve this goal inter-institutional coordination must be attained to ensure the continuity of the process of reform of the security sector. Pending tasks in the process are the structuring of the

Intelligence System and the sanctioning of the National Agenda on Security.

At the same time, negotiations are taking place to secure a second donation that will cover four years of operations for approximately US\$ 408,000 from the Swedish International Development Agency (SIDA). This donation will be oriented to continuing the work of the **FOSS Support Office to the National Congress**.

Specific Objective 2

In accordance to the **second stated specific objective** achievements have been attained in the technical and institutional strengthening of the capacities of the organizations that work in matters of security. This has been carried out with the purpose of increasing the quality of their proposals and their capacities to influence the processes of reform of the security sector institutions. Another important intention underlying this work is the development of adequate democratic controls in matters of security through the implementation of specific projects that produced concrete results (see annex 10).

In fulfillment of the **expected results**, a process of strengthening of the capacities of social organizations working in matters of security has been launched. This has dealt particularly with their capacities to coordinate work among institutions and the collaborative development of projects.

A process of specialization of these organizations has also been initiated in the thematic and functional fields identified in the work areas agreed upon during the approval of the strategic planning document. These fields are:

1. The consolidation of the conceptual and operational framework of democratic security.
2. Strengthening of governmental institutions in charge of security.
3. Strengthening of civil society organizations.
4. Strengthening of the communication channels and coordination among civil society and government institutions.

Activities carried out in these fields included:

- ✍ Call for the integration of PESD's Coordinating Commission. Since September 2003 several meetings took place with civil society organizations specialized in matters of security that led to the

establishment of the Commission on 16 October 2003 (see annex 11).

- ✍ Advice given on the generation of the Strategic Plan and approval of the Rules for the Funding of Projects (see annexes 4 and 12).
- ✍ Implementation of the Workshop on Strategic Planning covering the following issues: 1) Consolidation of the conceptual and operational framework of democratic security; 2) Strengthening of governmental institutions; 3) Strengthening of civil society organizations; 4) Strengthening of the coordination of work between civil society and the State, (see annex 13).
- ✍ Meetings of the organizations participating in PESD for the selection, assessment and proposal of priority projects in accordance to the Strategic Plan.
- ✍ Presentation of the selected projects to IGEDEP for their review and approval according to the Rules, (see annex 7).
- ✍ Implementation of the process of funding of the selected projects. Q3,053,681 or US\$ 380,094 were conferred for the financing of the 10 projects selected by the Coordinating Commission and IGEDEP within the framework of the agreements signed between UNOPS and each of the beneficiary institutions (see annex 14).
- ✍ Implementation of each of the selected projects in accordance to the Strategic Plan.
- ✍ Carrying out of workshops for the design and monitoring of projects with the support of a consultant specifically hired by FOSS for these activities, (see annexes 8 and 9).
- ✍ Strengthening of the technical capacities of the participating institutions and development of their human resources through training. Here it is important to mention FCO's support to assisting in the definition of a strategic national agenda on security, (see annexes 15 and 16).

Specific Objective 3

In fulfillment of the **third objective** all necessary support was given to the Preparatory Commission for the establishment of the Security Advisory Council (CP – CAS). The Security Advisory Council (CAS) is understood as the best space to make possible the participation of civil society in the formulation of public policies on security.

Two results that must be emphasized as part of the project's cooperation are:

- 1) The installment of the Preparatory Commission in charge of proposing the conditions for the structuration and establishment of the Security Advisory Council. This took place on 3 June 2003, before the initiation of the project and as a preparatory phase to the negotiations for its approval. This was achieved through the mediation of WSP – International, which provided technical and financial support to the constitution of CP – CAS, (see annex 17).
- 2) The integration and establishment of CAS by the President of the Republic through Government Agreement No. 78 of 8 June 2004 and the official inauguration on 15 June 2004 (see annex 18).

Activities carried out:

- ✍ Drafting of the work plan for the Preparatory Commission of the CAS (CP – CAS), (see annex 19).
- ✍ Administrative and technical support given to the activities previous to the definitive drafting of the proposal for the structuration and establishment of CAS.
- ✍ Drafting of the technical proposal for the structuration and establishment of CAS (see annex 20).
- ✍ Definition of the law proposals and internal rules for the functioning of CAS. These were timely presented to the President of the Republic, (see annex 21).
- ✍ Meetings for the consultation, socialization and validation of the proposals for the formation of CAS with different sectors of organized society. To this effect CP-CAS carried out consultations with representatives of approximately 15 sectors.
- ✍ Lobbying for presidential approval of the proposal for the structuration of CAS.
- ✍ Approval by the President of the Republic of the proposal for the structuration of CAS through Governmental Agreement No. 115 – 2004 of 16 March of the same year, (see annex 22).
- ✍ Implementation of the procedures agreed upon for the public call, assessment of applications and generation of a list of proposals, (see annex 23).

- ✍ Presentation to the President of the Republic of the list of candidates for the selection of the ten members of the CAS, (see annex 24).
- ✍ Integration and installment of the CAS, (see annex 25).

Additional results

In addition to the expected results, and as a product of the relationship established with the British Embassy, during 2004 work was carried out in the development of a new component for the project dealing with **security sector reform**. In light of this, an international seminar was organized during June and a second activity followed oriented towards the definition of a **national agenda on security** (see annex 26).

Both efforts are an example of the coordinated work of the social organizations dealing with matters of security, making proposals and fruitfully debating with governmental representatives facing the challenge of influencing the conversion of the **security sector** into a **national system of security**.

Another important component developed within the framework of FOSS is the **FOSS Office of Support to the Congress of the Republic**, which started operating in March 2004 and has accomplished important progress in the construction of trusting relations and dialogue with different members of Congress on matters of security.

Bringing together several academic and non – governmental organizations dealing with matters of security in a coordinating body for dialogue with and in support of Congress emphasizing the generation of common benefits is a pioneering effort that has already had positive results.

The organization of Seminars for different commissions of Congress and representatives on matters of security that have dealt with issues ranging from the conceptual framework to specific points within law proposals has allowed for the rewarding exchange of opinions and visions in a working environment in favor of strengthening official institutions and governmental policies.

A dynamic relationship has been created with the Interior (Gobernación), Defense, and Legislation and Constitutional Points Commissions.

- a) The Interior Commission established a work program which focuses on the substantive issues of security.

- b) The Defense Commission has taken in consideration FOSS's opinion on certain relevant themes, and the Ministry of Defense acknowledges FOSS as a neutral, technical space for the exchange of opinions to take place.
- c) The Legislation and Constitutional Points Commission has interacted with interest with the organizations participating within FOSS for the revision of matters of their concern and which demand their opinion.

The formation of these relationships, and the dynamics they have implied, have resulted in the project been considered as a referent for technical support in matters of security.

Moreover, FOSS has instituted work meetings with a group of 18 members of Congress that comprises the majority of political parties with representation. This group includes party heads in Congress (jefes de bancada), Presidents of Commissions and influential representatives. This dynamics was begun with the purpose of establishing a group of Congress people who understand and are adroit in security themes. The initiative seeks to achieve parliamentary intra-communication, in a non-partisan ambiance, as for the members to acknowledge each other as competent counterparts when dealing with matters of security.

The first objective of the Office for Support of Congress was achieved on 31 August 2004 with the signing of the Agreement for Cooperation which formalized its working relationship within the National Congress (see annex 27).

The agreement, which lasts throughout the current legislature, compels FOSS and its participating organizations in the continuation of the effort started, confirming the pertinence of the spirit of the Support Office. On the other hand, the institutions participating in FOSS acknowledge the Office to be the space for advocacy and interlocution with Congress. They are channeling the coordination of seminars and meetings with Congress initially through the Office.

Additionally a memorandum of understanding has been signed by FOSS and the National Commission for the Follow-up and Support to the Strengthening of Justice to jointly implement actions of advocacy and lobby for legislative progress in matters of security and justice, (see annex 28).

It is expected that FOSS's Office for Support of Congress continues developing its activities with the aid of an important donation from the Swedish International Development Agency (SIDA) of approximately US\$ 408,000 which will cover a work period of four years. This donation is currently in the process of being negotiated.

Conclusions and Recommendations

One of the first conclusions is oriented towards the fact that **a sustained process of network development** has been accomplished. This manifests the existence of spaces for dialogue with government institutions in the security system. Intersectorial networks of social and political actors oriented towards the development of governmental management coherent with the needs and aspirations of a Democratic State and the Rule of Law are being formed and strengthened. These will collaborate in the implementation of a basic agenda of policies, law proposals, and institutionalization in matters of security.

This effort of activating networks is called for in 11 of the 16 law proposals of the legislative agenda on matters of security included in the Peace Accords. This will be achieved as a product of the coordinated work of the institutions that agreed to be part of the Coordinating Commission of PESD, and particularly by the effort of creating a program for dialogue with Congress.

These are law proposals that deal with themes not considered in the past, others that aim at substituting proposals that have already been presented because they are deemed inconvenient to achieve the ends of a democratic security. Others lobby for the approval of proposals already presented to Congress, or for the creation of spaces for open, diverse and impartial reflection in which information may be shared and where better criteria are developed before making decisions, in light of the Cooperation Agreement signed with Congress.

A second conclusion is that the Program for Studies in Democratic Security is an expression of a **collective learning effort** that has opened up important spaces for the participation of social organizations working in matters of security. Especially in research for the formulation of public policy and social auditing, in the monitoring of the development of civilian – military relations, and in defense – related themes such as conversion of the armed forces, security agenda and security policy, and regional and international security scenarios.

Albeit not in great depth, issues dealing with research on crime; an initial approach to the study of intelligence institutions; advice, accompaniment and social auditing of governmental institutions and political actors in processes of drafting of policies; and the development of some technical capacities of curriculum design were dealt with.

The bases have been set for the development and institutionalization of studies in security. This could aim at the creation of inter-institution research programs at different levels, with different preoccupations and specializations.

Such programs could act as the basis for what could become the future institutional framework of specialized, intersectorial meeting spaces. In such spaces intersectorial strategies could be produced which include the interaction with other intersectorial spaces.

A third conclusion derives from the fact that despite the existence of harmful disputes and competition, ambiguity and deficiencies in the levels of participation and commitment, as well as weakness in the levels of ownership of the project, **it was possible to maintain the necessary levels of collaboration** for the proper functioning of the project. Consensus was achieved in the definition of strategic frameworks for action through the identification of common interests.

Another of the elements that make part of this conclusion is based on the fact that it was proved that in spite of the notorious institutional weaknesses of the Guatemalan state (in terms of its capacity to develop and sustain coherent public policies) **it was possible to establish some spaces for the collaboration among state institutions and civil society organizations.** There existed interest on the part of several governmental actors to support the initiatives been put forth by the project within the framework of PESD. No evidence exists regarding any intentions to counter the processes of reform of the security sector institutions either.

This does not mean that the interests and conditions that insist in posing a systematic opposition to the fulfillment of the commitments contracted in the Peace Accords in matters of security have disappeared. It rather is only an indication that the challenge remains.

A fourth conclusion points to the need to continue fostering the institutionalization of the relations between CAS and the social organizations working in matters of security which are organized within the framework of the Program for Studies in Democratic Security (PESD). This should include continuing support to the development of the capacities to produce proposals in matters of public policy within PESD. This should start by presenting the products generated in this program to the CAS.

A final recommendation points to the need of continuing, stimulating and supporting all possible efforts that take place in this context, preferably in line with the execution of the products generated during this first work phase. This will allow for the transformation of the current 'security sector' into a 'security system', as an outcome of a successful process of reforms democratically agreed upon between organized society and the Guatemalan state. To sustain this effort in time, and accomplish the changes needed, the commitment and support of the international community is central.

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