

**MANAGEMENT SCIENCES FOR DEVELOPMENT, INC.**  
**COMMUNITY-BASED POLICING/GUATEMALA**  
**RULE OF LAW INDEFINITE QUANTITY CONTRACT**  
**TASK ORDER: DFD-I-02-04-00175-00**  
**Quarterly Report for January 1 – March 31, 2007**

**I. Introduction**

On February 17, 2006, Management Sciences for Development, Inc. (MSD) contracted with the US Agency for International Development (USAID) to implement a community-based policing program in Villa Nueva, Guatemala. Villa Nueva is a municipality within the Guatemala City Metropolitan Area that comprises more than one million residents. The initiative is part of a broader US Government-funded effort to establish a model police precinct within the area of responsibility of *Comisaria* 15, the central police station of the National Civilian Police (PNC) responsible for providing law enforcement service in the four municipalities of Villa Nueva; Villa Canales; Amatitlan; and, San Miguel Petapa. The entire service area of the *comisaria* and affiliated sub-stations, which are scattered through the afore-mentioned municipalities comprises upwards of three million residents. The environment remains dynamic and challenging; during the reporting period, the brutal slaying of three Salvadoran deputies to the Central American Parliament and son of the founder of the ruling party in El Salvador brought to the foreground the entrenched nature of police corruption, as well as the extent to which narco-traffickers and political elites have succeeded in sabotaging many of Guatemala's public institutions. Such barriers notwithstanding, however, MSD continued to make progress towards project objectives as partnerships between the local office and strategic partners solidified. This report covers the reporting period January 1, 2007 through March 31, 2007.

**II. Narrative**

*A. Project management, coordination and development*

MSD shifted office operations in Guatemala City to space outside of the Chief of Party's residence during the reporting period. Approval of the space by US Embassy security personnel is pending as MSD completes several tasks required in order to obtain certification. MSD expects to sign a lease for the office space during the next reporting period.

Additionally, MSD contracted two short-term consultants during the reporting period. The first is a former police sergeant from the Metropolitan Police Department in Washington, D.C., who lives in Guatemala and has extensive experience with the International Criminal Investigators Training Assistance Program (ICITAP)/Department of Justice in the region. He has been contracted to assist with an on-going field and in-service training program currently being implemented at police stations in the project area. The second consultant is a clinical psychologist with extensive experience working with young victims of crime in the Public Ministry, Government of Guatemala. She has been contracted to coordinate a youth leadership training program currently being implemented in *Guatemala la Asuncion*, a school located in central Villa Nueva.

The local office signed a memorandum of understanding with the School of Social Work (EPS), University of San Carlos in February 2007. Through the agreement, the school has placed four clinical social workers, who are in the process of completing their field work, at the disposition of the project in Villa Nueva. The social workers are working with a group of (250) children, ages 7-12 (primary level); 13-15 (basic level); 16-17 (diversified level), as well as in four of the high crime communities in which many of the children live. Each of the children holds a scholarship to attend school. Seventy-five such scholarships were awarded by USAID's *Alianzas* program supporting education, while the remainder were awarded by the school and by third parties.

Finally, MSD presented a revised Year 1 workplan to USAID during the reporting period, which was subsequently approved.

*B. Expand the model of policing that moves beyond a "guard" mentality to a more proactive role in preventing and investigating crime*

MSD has been working since late 2006 to upgrade a busy PNC station responsible for covering each of four communities in which the project is most deeply engaged: *Ciudad del Sol; Mario Alioto; Lomas del Prado; Altos de Barcenas II y III*. Some disruption to the rehabilitation of the station took place in the early part of the reporting period as nearly all police officers assigned to the jurisdiction of *Comisaria 15* were transferred to other *comisarias* and a batch of nearly (200) rookies took their place. However, the upgrades are expected to be completed in early April 2007.

In March, the Supreme Court of Guatemala inaugurated a *juzgado de turno* in Villa Nueva with support from USAID's Rule of Law Program, implemented by Checchi and Company, and the European Union. MSD worked extensively to fully integrate a team of police investigators, assigned to the court by the *Sub-direccion de Investigaciones Criminales*. This work included meetings with police directors from *Direccion General (DG)* of the PNC, and commanders from *Comisaria 15* and area stations in order to establish the chain-of-command between investigators and their supervisors in the PNC hierarchy, as well as on-going communications for processing of cases and development of operations. In addition, the local office assisted the investigators in locating suitable housing and worked with USAID to identify administrative and operational weaknesses within the court in order to quickly address those matters.

Due to fall-out from the case involving the Salvadoran deputies and subsequent investigation, which revealed complicity on the part of police and personnel from the Ministry of Government, a wave of resignations took place during the month of March. These included the Minister of Government, his team of vice-ministers and the Director of the PNC. However, MSD continued to build partnerships with the DG of the PNC in order to increase participation of police leadership in project development on-the-ground in Villa Nueva.<sup>1</sup> The aforementioned case, which elevated tensions between the Government of Guatemala and El Salvador, created a national outcry for the complete overhaul of the PNC. The chief of party met with the *Procurador de Derechos Humanos*

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<sup>1</sup> The former highest ranking police commander at the operational level and supporter of the project, *Comisario* Henry Lopez, was made *Director Adjunto* of the PNC.

and his advisors during the reporting period to share his experiences from police reform efforts in other countries. The *procurador*, who is leading national efforts for institutional reform, proposed that the chief of party be nominated to serve on the High Commission for Reform to the PNC as an outside expert. Pending final agreement between the different actors engaged in pushing the reform agenda, it is expected that confirmation of this position will take place during the subsequent reporting period.

The local office worked extensively with personnel from NAS-LED's project office in Villa Nueva during the reporting period. NAS-LED invited the chief of party to join several meetings held at the US Embassy with directors of local transport associations. The directors had experienced a noticeable rise in robberies and extortion on public buses and requested assistance from the two USG projects in finding solutions. Subsequent to the meeting, undercover police were placed on board several buses in order to identify suspects and the local office began working with contacts in local communities to amass information that might be useful for criminal investigators working with the NAS project in order to better understand *modus operandi* and identify possible redoubts of organized criminal bands.

MSD facilitated several meetings during the reporting period that were hosted by the parish of Villa Nueva and included directors and school superintendents from Villa Nueva, as well as PNC investigators from the NAS project and police from area stations. During the meetings, representatives from area schools presented issues related to crime taking place on streets around the schools during the hours when students and teachers are entering and leaving the installations.<sup>2</sup> A large meeting was held in March that numbered several hundred school directors and supervisors from Villa Nueva. The chief of party, the director of the NAS project in Villa Nueva, the commander of *Comisaria* 15 and criminal investigators working with the NAS project presented a plan-in-progress for increasing security in the environs around area schools. As a result of this plan and acceptance by the school community of Villa Nueva, random police patrols have increased around area schools. Additionally, the Ministry of Government, transferred a group of (30) patrol officers to Villa Nueva. The group, which is working directly with the NAS and USAID projects in Villa Nueva is dedicated to on-going patrols around Zone 1, Villa Nueva schools and businesses to increase security and to target individuals previously engaging in attacks on students and teachers. The local office presented a plan to USAID to collaborate with NAS on making some upgrades to the installation that will serve as the base for the patrol group, which will also conduct patrols in Amatitlan and Villa Nueva. The plan was approved and is currently being implemented. In March, MSD procured (25) bunk beds, (50) mattresses and (50) pillows, which were delivered to the patrol base. Finally, the chief of party participated in the first briefing of patrol commanders from the group. The project and NAS are collaborating to assure the on-going training of these personnel.

MSD worked with command personnel from *Comisaria* 15 during the reporting period to initiate a field and in-service training program. (See attached synopsis, Appendix 1,

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<sup>2</sup> During the last twelve months, several students were murdered for refusing to pay extortionists, many more were robbed, and one school ceased operations entirely due to threats by a local criminal gang.

which outlines training areas.) Training commenced at the beginning of March with near daily workshops at area stations on the thematic area, “Values and ethics of police service”. Fifty-two police participated in six workshops during the month of March. (See Appendix 2, “Training Lists”, attached.)

*C. Develop the vision of community-based policing for Villa Nueva and other pilot communities and prepare local actors to carry out that vision*

MSD facilitated a radio broadcast of a roundtable discussion between the commander of *Comisaria 15*, all area station commanders, the chief of party and the general public in January. The broadcast, which was carried live on *Radio Estacion del Sur*, provided information to the public on what the police in the project area are doing to minimize crime and violence and what information is needed in order to proactively address local crime problems. Commanders provided cell phone numbers to allow direct communications between persons wishing to report criminal activity and police. A number of callers asked questions directly of the police as related to crime in their neighborhoods.

MSD executed a training workshop for members of Altos de Barcenas II and III in February 2007. (See Appendix 2, “Training Lists”, attached.) The workshop, “Building Partnerships and Problem-solving for Community-based Policing” demanded significant participation from attendees, exposing participants to the use of the SARA model<sup>3</sup> and problem-solving techniques. Participants, which included police from the local sub-station and association members, identified local crime problems and then prioritized them through a discussion that exemplified how to build consensus within a group comprised of people holding opposing opinions. The problem presented by the participants was one of street level drug distribution and the risk posed to youth living in the area. Association members are now working on a community-level prevention plan. At the same time, the local office is working with police investigators assigned to the NAS-LED project in Villa Nueva to ascertain what information is necessary in order to develop criminal cases against members of one or more organized criminal bands based in the community. The community prevention plan will be finalized later in 2007.

MSD continued to work with the Zone 6 citizens’ association during the reporting period to develop a crime prevention and public safety plan (to be finalized later in 2007). Additionally, the local office supported the resumption of a local football tournament between area youth and police that will continue through June 2007. The program provided uniforms for participating police and contributed fifty percent of the fee to cover referee services. The citizens’ association contributed the remaining fifty percent of the referee’s fee and provided footballs.

Participating youth have indicated that they are more likely to approach a police officer on the street and police have noted that they will not so quickly classify all teenagers in the area as *pandilleros* because of their experiences in the tournament. The objective of the championship, which was to break down barriers between youth, adults in the

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<sup>3</sup> SARA (Scanning; Analysis; Response; and Assessment) is an internationally recognized methodology for understanding crime problems and building innovative responses.

community and police working in the area, is a major goal of the citizens' association. Workshops with local youth are currently being planned for implementation during the subsequent reporting period.

The program is also working with the citizens' association of Mario Alioto Sanchez, a large community that adjoins Ciudad del Sol and other high crime areas of Villa Nueva. Alioto boasts a large working-class population and it has been estimated by many residents that nearly 80 percent of working women in the community are employed in one of the local *maquilas*. Many of these women have been attacked or extorted by local youth, some of whom work in the factories and others of whom simply prey on vulnerable members of the community. Apart from the attacks on women factory-workers, violent crime and low reporting of criminal incidents to police is a problem in the community. In addition, the association has signaled that police from the local sub-station may be protecting a narco-trafficker living in the area in addition to gang members in exchange for money. Nonetheless, members have indicated their desire to work with "clean" police in implementing crime prevention activities in the area. The program is facilitating the start-up of a "*Como Ser Albañil*" training program for street youth at-risk of joining a local gang or engaging in drug distribution, a prolific problem in the community. The program, which will provide a concrete block-making machine to the association, and the citizens' association have enlisted the support of INTECAP (the national vocational training agency), the municipality and the Ministry of Communications for in-kind assistance. INTECAP is providing instructors at nominal cost for (3) groups of twenty youth over a six-month period. The association is providing the venue and the municipality has offered to provide the first portion of materials in order to construct the blocks. In addition, the program and association are working to develop a micro-enterprise for the purpose of selling concrete blocks, which are always in demand in the area.<sup>4</sup> A social worker from the University of San Carlos, who is part of the team implementing the Youth Leadership Training Program at *Guatemala la Asuncion* (see narrative above, Part A and below, Part E), is also working with the citizens' association of Alioto to develop outreach capacity and to sign up youth-at-risk for the training programs with INTECAP. These groups of youth will also be provided training to develop social skills in coming months. Additional collaboration with the Ministry of Economy's National Pilot Project for Small Enterprise Development is anticipated at a later date.

*D. Provide local police staff and leadership with the tools and techniques necessary for implementation of community-based policing in consultation with local stakeholders*  
MSD continued to work with police on identifying crime "hotspots" in Villa Nueva. This included assisting residents of Valle Verde and Zone 1, Villa Nueva in providing details related to a robbery ring and street level drug distribution to local police for follow-up. The chief of party is working with police patrol officers and criminal investigators and cases are being developed in both instances.

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<sup>4</sup> The undersigned has spoken with local block-makers, who have indicated that there simply are not enough distribution points in the municipality or surrounding areas.

The local office is working with criminal investigators and the district attorney's office to identify weaknesses in police reporting. Improving the quality of police note-taking and reporting is the subject of an upcoming training that will be provided during the subsequent reporting period.

Commodity support was provided to the operations branch of *Comisaria 15*, which lacked a printer. The local office provided that printer to facilitate office administration and planning. Additionally commodity support was provided to Station 151 in the form of a computer and printer. The equipment is currently being used by police to take criminal complaints and track crime statistics in the sector.

No training was administered for this work area during the reporting period.

*E. Promote the participation of police in the development and implementation of local crime prevention plans*

See also narrative in Part C, above. Police from Station 151 and *Comisaria 15* are participating in a football tournament taking place on Sundays. The football championship pits teams from eighteen *colonias* within the zone, as well as police, against each other in a round-robin tournament. The tournament is part of a larger strategy by the citizens' association to reduce delinquency among area youth and to provide recreation outlets in a supervised setting with the objective of steering some youth away from the lure of life in a street gang. Such prevention is also a major focus of police commanders from *Comisaria 15*, who consider sports an important vehicle for meeting such objectives.

MSD launched its "Youth Leadership Training Program" in February 2007. The program, which is being implemented at *Guatemala la Asuncion*, provides Saturday leadership development workshops to approximately (250) children from high-crime communities. The children, ages 7 – 17, hold scholarships that were provided by USAID's *Alianzas* program with money from the Office of Democracy and Governance, the school and third parties. Clinical social workers from the University of San Carlos and a psychologist work with the children, who have been separated into age categories based on years of study and maturity – viz. 7-12 years of age; 13-15 years of age; and 16-17 years of age. The initiative will continue through the school year until the end of October 2007 with the objective of linking youth development with crime and violence reduction initiatives in area communities. Among the priorities will be the use of positive peer models to identify other "at-risk youth" in local communities in order to pro-actively render assistance to those persons. The local office, social workers, youth and a small number of police will work with local citizen associations to reinforce and support these youth leaders during future activities.

### **III. Conclusion**

During the reporting period, MSD continued a number of activities that started in 2006, such as work with local citizens' associations. The period was marked by a strengthening of key relationships, such as that with the NAS-LED model precinct project in Villa Nueva, as well as with local counterparts, such as police commanders in area stations. MSD also began working directly with youth from high crime communities on an

initiative that will be further elaborated throughout 2007 and will directly address the relationship of police, local associations and youth for the purpose of preventing and mitigating crime and violence at the community level. A number of crime prevention initiatives were undertaken during the reporting period that will be bolstered in coming months.

**END**

Submitted by R.A. West to MSD, 042407