

NATIONAL STRATEGY INFORMATION CENTER

FOSTERING A CULTURE OF LAWFULNESS
Multi-Sector Success in
Pereira, Colombia
2008 -2010



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EXECUTIVE SUMMARY

The Culture of Lawfulness (CoL) Project in Pereira, Colombia mobilized leaders from major sectors of society to collectively accept and promote the rule of law as a core community principle. The successful three-year project built a foundation for long-term cultural change and demonstrated the feasibility and effectiveness of concentrated multi- and cross-sector approaches to fostering a CoL. The narrative of its implementation provides a roadmap that can be applied flexibly elsewhere in the region and beyond to strengthen local democratic governance and the rule of law.

Major program impacts include: A critical mass of civil society and government leaders invested in and actively providing a CoL vision and narrative (now and into the future) to a large cross-section of the populace; sustainable and layered integration of CoL education into community frameworks — institution/organization policies, educational curricula, outreach programs and community services; and, positive shifts in community attitudes across a range of key indicators — citizen confidence, understanding and belief in rule of law principles, and acceptance of personal and community responsibility in a rule of law framework.

Implementation Context

In September 2007, the National Strategy Information Center (NSIC) received a three-year grant from USAID to execute a comprehensive culture of lawfulness program in Pereira, Colombia. This final report covers the entire period of grant implementation, October 2007 to January 2011 (this includes a four-month no-cost extension).

Pereira, a midsized city of approximately 500,000 citizens, is the capital of the country's coffee growing region. As with much of the country, Colombia's half-century-long conflicts severely degraded Pereira's societal structures and government institutions. Substantial improvements in security over the last 10 years have created space for reform, both top-down and bottom-up, but the rebuilding process has been slow. Pereira's 2010 unemployment rate of 21.5 percent (up from 13.6 percent in 2007) remains one of the highest in the nation and the local government is struggling to integrate at-risk populations, including demobilized ex-combatants and internally displaced persons into mainstream society. While homicide rates have dropped, local drug trafficking, street muggings, underage prostitution, small-arms sales, and youth gang violence remain commonplace.

Prior to this project, rule of law principles had few public advocates and were not well understood by the people of Pereira. Apathy and fatalism were the norm for large segments of the population, and many engaged in or tolerated illicit behavior. Government and civil society leaders expressed a desire to confront these problems but lacked direction to implement needed changes.

The CoL program's principal objectives were as follows:

- **Develop a core group of government and civil society leaders with** (a) the ability to articulate culture of lawfulness principles to diverse audiences in the city; (b) a personal commitment to its promotion within and outside their own sector; (c) the capacity to secure resources to support culture of lawfulness education; and (d) a commitment to sustain programming beyond the three-year project.
- **Institutionalize formal and informal CoL education in multiple sectors and foster cross-sector collaboration** that sustainably integrates a culture of lawfulness narrative into educational curricula; community-based initiatives; and government and private sector training, policies, and outreach at all levels.
- **Create measurable changes in citizen knowledge and attitudes supportive of a culture of lawfulness** such that, over time, there will be growth in societal support for the rule of law, with more citizens and government officials promoting it through their daily actions.

Activities and Outputs

Phase One – Building Leadership and Capacity

Through one-on-one engagement and larger meetings with diverse leaders from government and civil society, NSIC worked with local stakeholders to assess opportunities and challenges to fostering a culture of lawfulness in Pereira. NSIC shared best practices and lessons learned from effective CoL initiatives in other countries and worked closely with local leaders as they developed a Pereiran rule of law narrative, locally driven and cognizant of Pereira's unique history, customs, and culture. NSIC prepared more than 35 key stakeholders to serve as permanent CoL leaders able, on their own, to carry out/replicate program initiatives and serve as role models/catalysts for change within their own communities, organizations, and institutions. The collaborative approach emphasized in phase one fostered tangible buy-in from critical sector leaders including US\$300,000 from the municipal government and multiple in-kind pledges from civil society actors—approximately \$150,000.

Phase Two – Implementing Multi-Sector Initiatives

NSIC assisted government and civil society in rolling out a comprehensive set of multi-sector CoL initiatives to a large cross-section of Pereiran society. Fostering greater cooperation and collaboration among sector actors was a key element of this process. In the past, initiatives with rule of law themes – at-risk youth engagement, police training, and neighborhood safety – were initiated in isolation and as one-time efforts with reduced effectiveness. By bringing stakeholders from multiple sectors together and actively coordinating their approaches under a CoL theme, initiatives at all levels served to reinforce one another. Included among these: A comprehensive citywide CoL campaign that touched Pereirans at nearly every point of contact – at school, at work, in transit (buses, taxis, billboards), through television/radio/print, at community events and in houses of worship; street and park clean-up initiatives organized jointly by religious leaders, neighborhood residents, local police and businesses; leveraging ongoing national police reform initiatives to promote and integrate CoL concepts into the daily actions and mandates of front line officers.

Activities and Outputs under the CoL program were extensive and are laid out in detail on pages 19 to 28 of the complete report.

Phase Three – Institutionalization for Sustainability

NSIC assisted leaders in identifying key successes and adapting the underlying initiatives for permanent integration into institutional and community frameworks. NSIC built local partner capacity (governmental and nongovernmental) to continue to implement, monitor, and institutionalize CoL activities. This included enhancing the ability of a principal local NGO partner, Alma Mater, capable of carrying out CoL coordination in the long term.

Impact

In a short three-year period, the project had a substantial impact on the community, integrating lawfulness into Pereira's public discourse. Citizens daily saw and heard messages of the benefits that the rule of law brings to their lives and their own role/responsibility in strengthening it. Civil society and government worked together to reinforce these messages with tangible initiatives touching every level of the community. The program's substantive impact can most accurately be measured through the degree of institutionalization of CoL in long-term community processes, activities, and planning as well as significant shifts seen during the program in popular knowledge and attitudes—a foundation for behavioral change.

Institutionalization of CoL:

- More than 50 leaders and mentors representing key sectors of society— education, media, law enforcement, and public servants, secular and faith-based centers of moral authority—have institutionalized CoL education on an ongoing basis for a broad cross-section of society.
- The city incorporated a commitment to CoL initiatives into its four-year development plan.
- City council passed a CoL resolution mandating continuing dedication of budgetary and human resources to CoL initiatives going forward.
- Six Pereiran government ministries incorporated CoL education into operations and mandated training programs for agency staff.
- Alma Mater, a prominent Pereira NGO, has committed staff and resources to the long-term implementation and expansion of civil society CoL initiatives.
- 40-plus committed multi-sector CoL leaders working together, now and into the future, to promote CoL as a core community concept.

Impacts on Attitude:

- A two-fold increase in the portion of citizens knowledgeable about rule of law principles and a culture of lawfulness and its benefits. (14% familiar at program start in June 2008, 32% familiar in fall of 2010)
- Increased belief in community responsibility to work towards the rule of law. A 12.5% shift occurred in citizens' views about the need for police and citizens to improve cooperation and the responsibility of citizens to proactively engage in crime prevention.
- Significantly increased confidence on the part of citizens that their government leaders support a culture of lawfulness (from 40% to 60%), including those saying they witnessed specific actions on the part of government officials to change the culture (from 20% to 45%).

Replication

The Pereira CoL initiative provides a flexible roadmap for efforts to strengthen rule of law and local democratic governance across a wide spectrum of development conditions. Pereira's relatively stable environment allowed NSIC to test and retool various implementation approaches that can now be applied in less stable development contexts, assuming minimum

on-the-ground conditions, as well as in similar or more favorable contexts than those presented in Pereira.

Minimum conditions required for CoL programming include a basic degree of physical security for program implementation (which can be achieved in post-conflict environments with moderate levels of military/police protection); basic government services functioning at a minimum level – security, courts (formal or informal), health and education; and perhaps most importantly, a minimal level of support/sympathy for CoL concepts by political and civic leaders, both formal and informal.

Change will come more slowly where political conditions are more volatile and basic services less consistent, but positive results can still be achieved and can indeed serve as reinforcement for struggling or nascent institutional reform efforts. Establishing clear and realistic objectives based on an analysis of the enabling environment, however, is important.

This report details the CoL initiative in Pereira, with:

- A description of the culture of lawfulness approach
- Project goals
- Methods employed
- Accomplishments
- Lessons learned, remaining challenges and next steps
- A guide to replicating the CoL experience in other development contexts.

REPORT NARRATIVE

1. Background

1.1 Culture of Lawfulness and Democracy

Effective and sustainable democracy requires the rule of law.¹ It is the rule of law that protects basic rights and due process, providing an environment for social, political, and economic development and conflict resolution. When the law is equally applied, individual liberties are safeguarded, and a system is in place to redress social wrongs and protect human rights. Enhancing the capacity of both the state and law enforcement is, of course, necessary to develop the rule of law. But training judges and prosecutors, rewriting laws, and building investigative facilities for police are not sufficient. To be effective, these efforts need to be accompanied by the development of societal support for rule of law principles. This entails educating citizens about the importance of the rule of law, how it enhances their quality of life, and the role they can play in making it a reality. When education and culture supportive of lawfulness are combined with enhanced law enforcement and institutional reforms, justice and order can be strengthened and crime and corruption reduced – even within one generation. However, reform efforts that do not address the culture at large, neglect a cost efficient, effective, and long-lasting way to deepen democracy.

A culture of lawfulness (CoL) exists in a society when the majority of its people believe in and act in accordance with the rule of law. Individuals understand the importance of their participation in helping to create, oversee, and respect the laws that govern them. They become empowered, recognizing that no person or institution is above the law – including government officials and local elites. They recognize that the rights of every citizen are to be protected, no matter which faction or group happens to be in power.

A culture of lawfulness guides citizens' relationships with one another and with the state. It can fundamentally alter the dynamics of state institutions, making them more efficient, effective, and just. Lawless behavior, including corruption, is marginalized as more citizens begin to defend the rule of law and act according to its principles. Law enforcement and justice sector efforts to fight serious crime and corruption are reinforced by ordinary citizens who report crimes, serve as witnesses, and act as a check against corrupt or abusive practices, holding their government accountable for upholding the rule of law and respecting human rights. (See Appendix 7.1)

1.2 NSIC's Approach

Founded as a nonpartisan, nonprofit, nongovernmental organization, the National Strategy Information Center (NSIC) has been at the forefront of education about challenges to democratic institutions for nearly 50 years. NSIC identifies, researches, pilots, and promotes innovative strategies to enhance security and the quality of life in democratic societies. NSIC's work seeks to achieve a multiplier effect by developing programs that can become independent and self-sustaining.

The NSIC team pioneered "culture of lawfulness" promotion as an effective development tool more than 10 years ago. Experiences in various parts of the world—most notably Sicily and Hong Kong—has demonstrated that it is possible in corrupt and violent regions to shift a culture in the direction of lawfulness over a relatively short period of time.² Through engaged studies and on-the-ground applications, NSIC developed a framework (*see next page*) for promoting and institutionalizing a culture of lawfulness that cuts across societal boundaries.

Where institutional, political, or geographic constraints are a barrier to comprehensive multi-sector implementation, CoL efforts can engage a particular sector and then build outward as successes are realized.

1.3 National Level CoL Efforts in Colombia

For more than a decade, the US government and other donors have put forth significant effort to assist the Colombian government in improving security, fighting narco-trafficking, and rebuilding government and civil society institutions. To complement and enhance these efforts, NSIC has been working with the Colombian government at the national level to institutionalize CoL within the Colombian Ministry of Education and later the Colombian National Police.

School-based CoL efforts began in 2002 with the goal of helping middle school teachers and students become informed, convinced, and competent proponents of the rule of law. The municipal secretaries of education of Bogotá and Medellín, in cooperation with NSIC, developed an initial 60-hour 9th-grade CoL curriculum. By 2008, the program had expanded to 15 cities. It has had a measurable and positive impact on student attitudes toward the rule of law and civic responsibility. In 2008, the National Ministry of Education assumed full responsibility for program management and institutionalization across the country.³ The ministry began by dedicating \$350,000 annually from 2008 to 2011 for CoL education. A national NGO—Civic Forum Foundation—was contracted to assist in expanding the program to five to seven additional municipalities each year. In the 2010 school year, culture of lawfulness was being taught in 25 municipalities.⁴

CULTURE OF LAWFULNESS FRAMEWORK

Sector	Law Enforcement, Security Forces, and Other Public Servants	Mass Media (Television, Print, Radio, Sporting, Music and Community Events)	Primary, Secondary, and Higher Education	Centers of Moral Authority (NGOs, Community and Religious Leaders, Business)
A. Role of Sector	<ul style="list-style-type: none"> • Demonstrate that rule of law matters and that corruption is not rewarded • Show how to be a role model of the rule of law in and outside the organization • Involve citizens in preventing crime and corruption 	<ul style="list-style-type: none"> • Popularize CoL messages • Involve citizens, particularly youth and families • Foster hope by publicizing effective government and citizen efforts 	<ul style="list-style-type: none"> • Reach students, families, communities • Help young people understand how rule of law improves quality of life • Build knowledge and skills to prevent crime, corruption, drug trafficking 	<ul style="list-style-type: none"> • Reinforce school-based CoL lessons • Build awareness of citizens' role and responsibility • Show activists and believers that crime, corruption, and drugs are robbing them of their cultural values and identity
B. Methods	<ul style="list-style-type: none"> • Systematic education, incentives, and management to enhance professional integrity of public servants 	<ul style="list-style-type: none"> • Seminars to build professional media knowledge, capacity • Programs to valorize and popularize ROL 	<ul style="list-style-type: none"> • School-based CoL curriculum taught by regular classroom teachers during normal school day 	<ul style="list-style-type: none"> • CoL education by religious and cultural institutions
C. Sustainability	<ul style="list-style-type: none"> • CoL integrated into professional education and performance standards 	<ul style="list-style-type: none"> • CoL programs are both entertaining and profitable in short and long term 	<ul style="list-style-type: none"> • CoL curriculum institutionalized as part of regular education of children 	<ul style="list-style-type: none"> • Civic and religious leaders adopt CoL as an integral part of their daily teaching and pastoral messages

The Colombian Presidential Program for the Fight against Corruption (PPLCC) has also been an advocate of CoL education. PPLCC designated culture of lawfulness as one of the four pillars of the country's anticorruption programs.⁵ In 2009, it adopted an oversight role to ensure that the Ministry of Education meets its annual commitments to the program and spent over US\$100,000 to provide needed support material to teachers and students.

The CoL school program attracted the attention of the Colombian National Police (CNP) in 2004. CNP leaders recognized that in order to enhance police effectiveness and reduce internal corruption they needed to strengthen integrity throughout the force, from street officers to battalion commanders. Today, fostering CoL is one of the CNP's six strategic priorities. All new officers receive 72 hours of formal CoL education during their three years of study at the Santander national police academy and the CNP is taking steps to integrate CoL concepts into daily policing.

CNP Director General Naranjo issued a June 2009 directive to all 150,000 members of the force designating culture of lawfulness as "an institutional and individual obligation" and outlining specific actions that members must take. According to the General, the goal is to "increase citizen collaboration with the police, improve the public perception of security, as well as reduce police corruption, complaints against police authorities, and violations of human rights."⁶

Local leaders across Colombia, engaged in their own reform efforts, took notice of the Ministry of Education and CNP CoL initiatives and began contacting NSIC to inquire about additional CoL programming for their communities. These inquiries confirmed an already held NSIC belief that for institutional top-down reform to be successful in the long term, it must be complemented and reinforced by bottom-up efforts to change the culture within which those institutions operate.

2. The Pereira CoL Project

2.1 The Scope of Work

In September 2007, NSIC received a three-year grant from USAID to demonstrate the feasibility of a multi- and cross-sector culture of lawfulness approach in a Colombian municipality and to identify techniques that can be applied flexibly elsewhere to strengthen local democratic governance and the rule of law.⁷

In consultation with USAID NSIC developed criteria for identifying a municipal partner. This included:

- Midsized municipal population (300,000 to 600,000 inhabitants)
- Relatively stable socioeconomic conditions, including unemployment, literacy, and government administration of basic services (water, health, and justice adjudication)
- Military/police protection against illegal armed groups in the municipality, and hence minimal physical threat to CoL proponents
- General public awareness and concern with illegality and corruption
- Initial interest in promoting the rule of law and a culture of lawfulness on the part of local government and moral authority leaders who had become aware of the culture of lawfulness approach
- School-based culture of lawfulness education or complementary pro-transparency or anticorruption programs already in existence (to help program development move at a quicker pace)

Initially, five municipalities in different geographic regions of the country were identified as possible candidates: Cartagena, Cartago, Cucuta, Pereira, and Valledupar. Based on NSIC research following the October 2007 elections, the list was narrowed to two municipalities – Cartagena and Pereira. Following meetings with government and civil society leaders in these cities, additional NSIC research, and consultation with USAID, it was decided to focus on Pereira.

Pereira has a population of approximately one-half million.⁸ Eighty-four percent of its population resides in the urban area, which is where project efforts would take place. Poverty and unemployment levels in 2007, while problematic—33% and 13.6% respectively⁹—still provided CoL with a chance to resonate. Rudimentary levels of services in education, health, and security were present.¹⁰

While crime in Pereira is not on par with bigger cities in the country, its existence worried citizens and created a general perception of insecurity and corruption.¹¹ In-depth interviews and focus groups with community leaders revealed an expressed willingness to bring about change.

A base already existed for this effort. Since 2004, CoL has been part of the curriculum in 49 of 63 public middle schools under the direction of the Municipal Secretary of Education. The school-based program illustrated to other sectors what could be accomplished on a citywide level with a modest investment of time and resources. Also importantly, NSIC found initial

interest and support for the project among Pereira government and civil society leaders, especially those representing the education, law enforcement, and moral authority sectors.

2.2 Program Objectives

In partnership with the mayor, the multi-party city council, and several civil society leaders, three goals were established for the project.

1. **Develop a core group of government and civil society leaders with** (a) the ability to articulate culture of lawfulness principles to diverse audiences in the city; (b) a personal commitment to its promotion within and outside their own sector; (c) the capacity to secure resources to support culture of lawfulness education; and (d) a commitment to sustainable programming beyond the three-year project.
2. **Institutionalize formal and informal CoL education in multiple sectors and create cross-sector collaboration (synergy).** Formal education includes classroom instruction—by instructors who have been fully prepared—in schools, police academies, businesses, nonprofit organizations, and so on. It provides in-depth content essential to understanding how rule of law principles enhance the quality of life. Informal education takes place outside the classroom in many forums. It is intended to reinforce the academic experience. It includes social messaging, community projects, and public education campaigns used by different sectors to engage the public and influence daily activities.

NSIC sought to involve multiple sectors of society, most notably law enforcement and public servants, education, mass media, and centers of moral authority. Throughout their daily activities, it was expected that a broad cross-section of Pereirans would repeatedly, and in different venues, be exposed to the personal and collective benefits and responsibilities of the rule of law.

To enhance the effectiveness of this approach, cross-sector initiatives were also to be developed in which different institutions collaborated on specific projects to reinforce rule of law themes. These could be expected to resonate with Pereirans from 10 to 70 years of age in various spheres of their lives. For example, this included a collaborative effort between the city government, the police, business community, religious leaders, and NGOs to reclaim public parks from drug dealers, prostitutes, and street gangs. Citizens learned that public spaces were for the enjoyment of all Pereirans and that they had a personal responsibility in maintaining these areas.

This education was to be developed and institutionalized by pairing the capabilities and reach of local NGOs and government institutions with NSIC's technical expertise. These programs would place Pereira on a trajectory to societal support for the rule of law without requiring continued substantial external support.

- 3. Create measurable change in popular knowledge and attitudes supportive of a culture of lawfulness.** It was not expected that the city's culture would be changed in three short years. However, rule of law education was expected to significantly increase the percentage of citizens familiar with culture of lawfulness and its basic concepts, building the foundation for long-term cultural and behavioral change. It was also expected that citizens would recognize their responsibility for helping to bring about a culture of lawfulness. Over time, there would be growth in societal support for the rule of law, with more citizens and government officials promoting it through their daily actions.

3. Program Execution

3.1 Phase 1 —Building CoL Leadership (2008)

To inspire a critical mass of citizens to become supporters of the rule of law, NSIC began to enhance the culture of lawfulness capacity of multiple organizations through technical and pump priming assistance. NSIC mentored NGO and governmental leaders as they developed into articulate advocates for the rule of law and a culture of lawfulness.

The project was implemented by a full-time Pereira team with guidance from NSIC. Two members of the Pereira local team – a program coordinator and a communications/outreach coordinator – were funded with support from USAID and US foundations. The Pereira municipal government funded a third full-time member to coordinate culture of lawfulness programs across government agencies and create synergy with civil society efforts.

Assessing Conditions and Securing Commitments: NSIC first established a relationship with the city of Pereira through its existing partnership with national and municipal education officials. In early 2008, Pereiran school authorities and CoL classroom teachers helped present the CoL approach to the newly elected mayor (Israel Londoño) and the multi-party city council. As a result, many of the city's elected leaders became convinced that Pereira could and should develop a culture supportive of the rule of law that would improve the quality of life for its inhabitants. They made an initial three-year commitment, budgeting an annual US\$100,000 for a citywide, multi-sector program.



Mayor Londoño and his cabinet sign a Memorandum of Understanding to launch a multi-sector CoL initiative. They agreed to contribute an initial budget of US\$300,000 for three years.

In year one, NSIC partnered with Pereira government officials and several influential civil society organizations (e.g., Chamber of Commerce, Catholic Diocese) to conduct an assessment of how best to adapt and tailor the CoL approach to local conditions and establish programmatic priorities.¹² NSIC also identified potential CoL leaders from a broad cross-section of nongovernmental and governmental organizations with the capacity to reach large segments of the population. Many of these leaders are role models, well known in the community, and able to informally and formally reinforce educational messages. The assessment was derived from academic research conducted by Colombian scholars, surveys of citizen perceptions, in-depth interviews with key government and civil society actors, and experiences implementing culture of lawfulness initiatives in other regions.

In identifying opportunities and challenges to fostering a culture of lawfulness, the assessment examined the city's history, culture, and demographics. Among the opportunities explored were factors that could support the design and implementation of CoL initiatives. For example, Pereirans generally take great pride in their sense of civic duty and collective action, called *convites*. In the early history of the city, citizens voluntarily came together to erect key buildings, such as the football stadium and the local airport. This history was often evoked throughout the program to remind Pereirans of their capability to jointly solve community problems and improve the quality of life. Pereira's affinity for outdoor festivals, sports events, and media outlets guided leaders in determining how best to informally reach large audiences. For example, local partners, with assistance from NSIC coordinators, provided CoL messages to the over 15,000 fans attending each home game for Deportivo Pereira, the city's football (soccer) team. Similarly, rule of law themes were prominently displayed at the annual citywide Harvest Festival each August.

CoL messages and initiatives targeted particular Pereiran challenges identified in the assessment. This included fear of denouncing crime, acceptance of illicit behavior as a normal

life style, and an inability to control violence that may spread from neighboring cities. For example, in conducting the assessment NSIC found a steady decline of community identity among the population. Well-known public spaces were neglected, laden with litter and graffiti. This concern became the focal point for a public-private culture of lawfulness task force to reclaim public space in plazas, parks, and highly transited avenues, demonstrating the impact of individual and collective action.

The assessment was also useful in obtaining buy-in from city leaders and identifying priority sectors with which to work. However, it proved weaker in establishing specific programmatic priorities. Some of the educational programs initially suggested were found to be impractical later in the planning process. They were replaced with more feasible alternatives with technical guidance from NSIC. Assessments in future citywide initiatives may want to place less emphasis on specific project proposals and instead identify local community rule of law concerns around which individual and collective programs can be built.

The assessment also identified sectors and potential CoL leaders able both to reach a broad cross-section of society and sustain educational efforts. In addition to police and schools, this included:

Mass media: Print and electronic entertainment and news media can provide large segments of the population with a favorable understanding of a culture of lawfulness and their vested interests in embracing it. Documentaries, soap operas, game and talk shows have been used to reinforce CoL messages, reduce public fatalism, empower citizens, and foster rule of law habits.

Centers of moral authority: Faith-based and secular nongovernmental organizations have significant influence in the community because of the respect many citizens have for them. They interact with a substantial percentage of the population on a daily basis. Through their formal and informal educational activities, these institutions can create sympathy for and understanding of a culture of lawfulness.

Municipal government and public servants: If they have the trust of citizens, public servants have the potential to play a critical role in shaping public perceptions and behavior. Some government agencies have their own training programs, which if prompted, can play an influential role.

Building community CoL leaders: Pereiran leaders requested that the NSIC team conduct a series of educational workshops (November 2008, December 2008, February 2009, and July

2009)¹³ for over 100 CoL leaders, activists, and mentors from the municipal government, education sector, NGOs, the business community, the mass media, health care workers, and religious leaders. Participants learned to articulate the connection between societal support for the rule of law and specific improvements and benefits to the quality of life. International specialists familiarized them with successful approaches developed in other contexts and prepared them to serve as CoL trainers, role models, and catalysts for change within their own spheres of influence.



NSIC worked to enhance the professional skills of news and entertainment media in Pereira. This included techniques for incorporating rule of law principles into existing and new print, radio, and television programming.

NSIC's mentoring focused on three themes:

- **Raising awareness about individual responsibility for building a safer, more just society.** Individual actions, when viewed collectively, often have a significant impact—positive or negative—on society. Citizens need to understand and directly experience how their daily decisions and actions in support of rule of law principles will have a multiplying and positive effect on society. This bolsters their faith in their ability to make a difference and reduces the apathy and fatalism that plague many societies. Many individuals are also unaware of the larger consequences of seemingly “insignificant” illegal actions. They often take a toll (psychological, economic, and/or physical) that extends far beyond the immediate actions or actors.
- **Highlighting the efforts of individuals working to foster the rule of law in their daily lives.** These individuals can serve as inspirational role models, illustrating that change is possible. Experience shows that these positive portrayals increase the willingness of others to stand up for the rule of law. Further, those who defend transparency and honesty often feel alone. Publicly highlighting their efforts provides encouragement, sustaining their willingness to persevere.

- **Giving voice to the obstacles and frustrations citizens face along their “journey” to a culture of lawfulness.** Change is difficult. People need to recognize that the challenges and frustrations they will encounter are not unique and that they should not become discouraged. Many others have taken a similar journey and have succeeded. This also gives individuals a chance to reach out to one another and collectively look for solutions.

Workshops proved most successful when high-level executives were initially convened for a half-day session to galvanize their support and secure their commitment. When asked to attend anything longer, many executives sent delegates because of time constraints. Leaders must be directly involved from the beginning to ensure their personal buy-in. NSIC also found it most beneficial to group leaders by sectors (education, mass media, and so on) for training. Multi-sector seminars did not provide sufficient opportunities to share specific experiences and examples needed to conceptualize potential projects.

Workshop participants initially committed to one informal or formal education project within their sector. They were also encouraged to develop a second activity where they collaborated with at least one other sector to encourage synergy (cross-sector education). Each CoL leader assigned a permanent CoL delegate from their respective offices to be in charge of developing and implementing formal and informal programming. NSIC held one- to two-day seminars for these implementers to assist them in applying the culture of lawfulness approach to practical educational activities. These workshops included a practical component where participants developed preliminary three-to-six month calendars for implementing specific action plans.

Following these workshops, the NSIC team consulted closely with leaders and their implementers, collectively and individually, to forge consensus on mutually reinforcing educational activities. In letters of agreement, leaders committed to create and institutionalize CoL educational programs in their own institutions and in collaboration with other sectors.

3.2 Phase 2—Implementing Multi-Sector Education and Developing Cross-Sector Synergy (2009)

In year two, while leadership development continued, NSIC provided assistance and guidance as Pereiran government and civil society organizations turned commitments into sustainable programs that would reach large segments of the population.

These programs engaged citizens in addressing local challenges of concern to the community. For example, the municipal government, with the support of UNE television (the second largest local TV network), and the Pereira branch of the Colombian National Police, created an annual “Most Legal and Safe Neighborhood Contest.” Over a two-year period, local leaders in 70

neighborhoods engaged their communities in implementing a CoL vision. Projects addressed grassroots issues and tangibly demonstrated the benefits of following the rule of law. These included reclaiming abandoned parks, plazas, streets, and school grounds; providing safe recreation opportunities; and creating neighborhood crime prevention campaigns. Neighborhood residents took ownership of their public spaces, increasing civic pride and confidence in their ability to effect social change and improve their quality of life.



Many neighborhoods in Pereira lack safe recreational areas for youth to engage in outdoor activities. As part of the Barrio Legalísimo program, one neighborhood worked together to turn an abandoned piece of land into a soccer field.

In another example, the Secretary of Planning implemented a program to foster personal responsibility and improve government responsiveness by leveraging community input. Community members were asked to diagnose local rule of law challenges and propose specific projects to address them (e.g., a career center, a community microenterprise business, and a recycling center). Residents then voted for their favorite project and the municipality agreed to finance its construction. This program has already been conducted in 7 of the city's 19 districts and 7 more are scheduled for 2011.

In guiding governmental and nongovernmental organizations in program design and implementation, NSIC employed four techniques. First was a multi-sector approach, encouraging the creation of educational programs across different sectors to saturate individual exposure to CoL. For example, 9th-graders studying CoL courses at school encountered Institute of Transportation and Megabus mimes on the streets encouraging them to use the crosswalk. Youngsters were also invited to outdoor music festivals featuring CoL-supportive hip hop and rap music sponsored by the Institute of Culture and nonprofit organizations working with

disadvantaged youth. In police CoL projects, students joined with officers to rebuild and maintain neighborhood soccer fields that had been home to local drug traffickers, helping transform these areas into safe and functional playgrounds.



Public education campaigns included messages encouraging citizens to join in a movement to change the culture. Billboards and electric signs funded by the city government highlighted testimonies from everyday citizens working to build a culture of lawfulness. Each testimony ended with: “And YOU, what are YOU going to do for lawfulness?”

Second, NSIC encouraged leaders to collaborate with one another to reinforce specific messages. Cross-sectoral programs demonstrated the importance of the rule of law for all members of society. The city’s main public transportation system, Megabus, carries 110,000 riders every day. The management conducted, at their own expense, a two-year educational campaign in cooperation with the municipal government, faith-based organizations, the Pereira branch of the Bank of Bogotá, and the city council. The focus was on the responsibility of each individual to help change the predominant culture in the city via simple daily acts. It included electronic messages in bus stations and billboards throughout the city, slogans on fare cards, newspaper publications, radio announcements, and workshops for riders. To reinforce and complement this effort, the city council—consisting of multiple parties who do not always agree—convened in an extraordinary session to recognize the accomplishments of six ordinary citizens¹⁴ whose actions made a positive, tangible difference in strengthening a culture of lawfulness in the city. Newspaper and television reports on these individuals in turn encouraged others to follow rule of law principles in their personal and professional lives.

Another cross-sector effort focused on police-citizen cooperation in improving security. Local city government and the CNP co-financed a 24-hour emergency and anonymous hotline to report crimes. The police, the mayor, the mayor’s cabinet and the nonprofit organization Citizen Security Network encouraged citizens to use this tool to improve personal security.

According to post-project focus groups, the hotline – which formed part of the citywide culture of lawfulness initiative – is a contributing factor to an improved citizen reporting index and an increase in the annual arrest rate.

Third, NSIC encouraged sector leaders to unify existing efforts aimed at improving specific public security challenges under a culture of lawfulness theme in order to increase their visibility and collective effectiveness. For example, the Institute of Transportation created a government-private sector task force¹⁵ to consolidate disparate efforts to reduce motorcycle and pedestrian accidents on two main thoroughfares. This ongoing multi- and cross-sector project combines enhanced enforcement, infrastructure improvements, and citizen education. Citizens are encouraged to become engaged stakeholders in improving traffic safety. Through the end of 2010, more than 50,000 motorcyclists had attended workshops on helmet safety and the personal advantages of respecting traffic laws. Thousands of commuters watched weekly skits performed at four dangerous crosswalks aimed at discouraging speeding and jaywalking. Another 5,000 citizens signed a “legal blue” commitment card to strengthen their resolve to obey the rules of the road. In 2010, over 75 local businesses joined the effort, clearing congested sidewalks so that pedestrians had a safe place to walk and posting visible signs exhorting clients to take responsibility for public sidewalks. Confronted with an increase in robberies in one section, 16 of these business owners invested in community alarms, and have been meeting on a quarterly basis to develop additional initiatives. In post-evaluation focus groups, the city’s mayor and director of Transportation stated that this effort was a contributing factor in the 6.2 percent decrease of automobile accidents and collisions from 2009 to 2010.¹⁶



Thousands of commuters have watched weekly skits aimed at discouraging speeding and jaywalking performed at four dangerous crosswalks.

Finally, in an effort to coordinate the development of multi- and cross-sector education, Mayor Londoño created a citywide CoL Executive Committee. This multi-sector committee – comprised of government, law enforcement, civil society, and moral authority leaders¹⁷ – was meant to set the overall direction for educational programs, oversee CoL activities, and promote synergies among them. Participants in focus groups conducted in November 2010¹⁸ recognized that the committee failed to carry out its important oversight and visionary role.¹⁹ However, they believed that if effectively implemented, it could enhance future municipal projects by strengthening inter-institutional collaboration. Suggestions for enhancing the effectiveness of an Executive Committee are included in section 5.1 — Lessons Learned.

3.3 Phase 3—Consolidating and Institutionalizing Educational Programs (2010)

As sector leaders worked individually and collectively to complement each other’s educational activities, NSIC’s focus shifted to program continuity. NSIC guided Pereira leaders in embedding CoL education into their existing educational/training programs, activities, and mission. Six of Pereira’s government secretariats (Planning, Health, Government, Social Development, Transportation, and Culture) now routinely conduct rule of law education. NSIC helped local partners develop the capacity on their own to continue to implement, monitor, and institutionalize CoL educational and outreach activities.

NSIC identified and prepared a prominent Pereira NGO – Alma Mater – to help maintain program quality and momentum going forward. Alma Mater is dedicated to improving the quality of public education and to enhancing social and economic development in the city. Its leaders feel strongly that culture of lawfulness complements and enhances that mission. With support from NSIC, they have taken significant steps to create the necessary internal capacity for this endeavor. Since January 2011, Alma Mater has hired NSIC’s Pereira program coordinator, Sandra Garcia, to lead this initiative. In addition, Alma Mater’s communications director plans to implement a CoL social media strategy in 2011 (website, Facebook page, CoL friends email network). Alma Mater’s other five staff members have been accredited as CoL instructors.

4. Program Accomplishments

The three-year Pereira CoL Project achieved all three principal goals established by NSIC and government and civil society leaders in the city:

- Creation of a core group of government and civil society leaders to maintain and expand CoL education.
- Institutionalization of formal and informal CoL education in multiple sectors.

- Creation of measurable change in popular knowledge and attitudes supportive of rule of law principles.

4.1 Leadership Capacity and Commitment

Fostering a culture of lawfulness requires leaders who are willing to lend their authority in support of this effort over the short and long term. More than 50 nongovernmental and governmental leaders of Pereiran society are now publicly articulating a CoL vision and motivating others to work with them to bring it about. Through their partnership with NSIC, they have institutionalized educational programs in their organizations to improve citizen and government knowledge, attitudes, and skills supportive of the rule of law. Finally, these leaders have been able to secure human and financial resources to sustain lawfulness education in future years. They span key sectors of Pereiran society and include:

City Executive: Mayor Israel Londoño and his cabinet incorporated a commitment to CoL into the city's four-year development plan (2008 –2011), under the direct supervision of Secretary of Planning Jairo Ordilio Torres.²⁰ The plan mandates that government agencies educate their constituencies about the benefits of supporting the rule of law. The city allocated US\$300,000 (\$100,000 per year) to support CoL during program implementation, plus untold in-kind contributions, and is maintaining budgetary and human resource commitments into the future.



Mayor Israel Londoño pledges his commitment to a culture of lawfulness before 500 primary school children and local police.

City Council: City Council President Arcila Duque (Liberal Party) – announced that all city council activities would be based on the values of “Lawfulness and Social Responsibility.” As part of this effort, Duque, along with City Council Member Alvaro Escobar (Conservative Party), sponsored the culture of lawfulness resolution in 2010.²¹ It requires that CoL education be incorporated into future city development plans, with a dedicated budget, annual objectives, and measurable impacts. (See appendix 7.2)

Formal Education: Pereiran Secretary of Education Campo Elias is a former teacher and passionate advocate of CoL. He is institutionalizing quality CoL school-based education throughout the city. He has hired a full-time coordinator to oversee the expansion, continuity, and quality of the school-based program. He is also working with the city council to provide incentives for future secretaries of education to continue and expand CoL programming. Secretary Elias is also cooperating with the Catholic Diocese and the principals of the 18 parochial schools to bring CoL education to their classrooms in 2011.

Civil Society: Civil society leaders are also fundamental in ensuring continuity of this citywide initiative. As noted above, Alma Mater Director German Toro has demonstrated a personal and organizational commitment to deepen societal support for rule of law principles. In a July 2010 Memorandum of Understanding with NSIC he dedicated organizational personnel and resources. He has surpassed the agreement, requiring all Alma Mater staff to acquire the capacity to oversee multi-sector culture of lawfulness education and to expand the number of partners and leaders working toward rule of law promotion.

Mass Media: Senior print and electronic media executives (producers, editors, and directors) are working to spread CoL awareness and institutionalize educational programming. For example, Andres Garcia, the director of UNE television (80,000 viewers), created a citywide logo and a CoL television and radio jingle broadcast on two television and six radio stations.²² He also incorporated a CoL segment into UNE’s popular television news program Vox Populi. The last five minutes of every program are devoted to discussing with nationally renowned artists and politicians – including the Colombian president – the significance of a culture of lawfulness. Garcia continues to incorporate CoL themes into news programs. In 2011, this included airing a daily culture of lawfulness rap video produced by music students from the Technological University of Pereira.



Pereira's citywide CoL logo designed by Andres Garcia, Director of UNE Television has been adopted by several government agencies, the city council, media outlets, nonprofit organizations, and religious organizations.

Other Sectors: Chamber of Commerce Director Erik Duport has been a vocal advocate in opinion pieces in the major Pereiran daily *El Diario del Otun*. He called upon the private sector to view culture lawfulness not as philanthropy, but as a moral obligation. He has also led by example, committing the Chamber's influence and resources to specific CoL projects. In 2010, the Chamber sponsored a leadership breakfast to introduce prominent newspaper columnists to the CoL vision. This resulted in a series of op eds in the city's two main papers written by diverse authors. Duport also arranged for the Chamber to conduct a media contest (Culture of Lawfulness Is My Business) to encourage TV, radio, and newspaper media professionals to incorporate rule of law themes into their news and entertainment programming. He arranged for major local businesses—Megabus, ATESA, and Aguas y Aguas— to cosponsor this program. Duport is currently developing—with the Rector of the University of Pereira—a continuing education program for local business owners on how to develop a company code of conduct based on the rule of law.



Winners of the 2009 Chamber of Commerce Media Contest entitled: ¡Cultura de la Legalidad es Asunto Mio! (Culture of Lawfulness Is My Business!).

In addition to these and other leaders, NSIC identified and prepared over 15 CoL mentors – police officers, school teachers, NGO program coordinators, and university professors. They are mid-level professionals accredited to educate new actors, providing the knowledge, attitudes, and skills needed to effectively promote rule of law principles. For example, Martin Sammy Villa has been recognized by the Ministry of Education, parents, and school principals for his outstanding performance in preparing new teachers to provide CoL courses to their 9th-grade students.

Other mentors are working within their institutions to execute programs initiated by CoL leaders. Although they do not have their own set of resources, many have successfully convinced their superiors to provide additional staff, time, and budget to CoL activities. Maria Luisa Echeverri, Program Educator at the Institute of Transportation, co-leads the public private CoL traffic task force. She has prepared the institute's 75 traffic agents to educate pedestrians and drivers about the rule of law. At her suggestion the project was expanded to include local businesses.

4.2 Institutionalized Sustainable Education in Multiple Sectors

CoL education has been incorporated into major sectors on an ongoing basis and it is reaching and affecting large segments of the population. Since 2008, Pereira government and civil society organizations have spent over US\$450,000 in implementing sustainable education. The following are among the programs that have been institutionalized.

School-based education: A two-semester, 60-hour culture of lawfulness course is now fully integrated into the 9th-grade public school curriculum. Moreover, the Secretariat of Education has developed an internal capacity to prepare and accredit additional teachers as necessary to teach this course.

At the start of the 2011 school year (February) all Pereira public middle schools are teaching their 9th-grade students about the importance of fostering the rule of law. (During the 2010 school year, 85% of 9th graders received this education. There are currently 127 trained teachers, and over 93,000 students have received CoL education.)

Participants in a November 2010 education sector focus group noted the improvement in student behavior and conflict resolution and a decrease in bullying since the CoL course was implemented. One participating teacher affirmed that in many schools, the ways in which conflicts are solved have changed dramatically. Several “problem” students have turned out to be leaders.²³



A CoL middle school instructor teaches students about the two-wheeled cart – one wheel represents institutional reform, and the other a society based on a culture of lawfulness.

The Secretariat of Education now has the necessary capability to maintain and strengthen the CoL program. In December 2008, NSIC educational experts conducted a four-day “train-the-trainers” seminar to prepare and accredit 10 CoL teacher trainers. Since the seminar these trainers have prepared and accredited over 60 new CoL teachers. They are also mentoring middle school principals and current CoL teachers to enhance their understanding of the substance and pedagogy of the CoL course. This includes guiding teachers on how to bring classroom lessons to the attention of parents and the community. For example, several schools in at-risk neighborhoods have organized student-led family back-to-school nights. Hundreds of parents, siblings, and members of the community have attended each of these programs. Through interactive discussions exploring moral dilemmas and cultural activities, students present what they have learned and highlight the importance of promoting a culture of lawfulness for the individual and community. Candlelight ceremonies have been organized to shed “light” on the darkness of criminality and impunity. Students at these programs read poems and short stories they have written extolling the virtues of the rule of law.

Education officials recognize that one middle school course is not enough to transform an entire culture. To change behavior, students of all ages must be involved and engaged with the work of other key sectors. A program is underway to develop a complementary program for primary school children. Experienced CoL teachers are adapting course material for younger students. The Secretary of Education intends to standardize these efforts with a culture of lawfulness text modified for 1st through 6th graders.



At CoL back-to-school night, students perform traditional Colombian dances reflecting their rich cultural heritage, for their parents and members of the community.

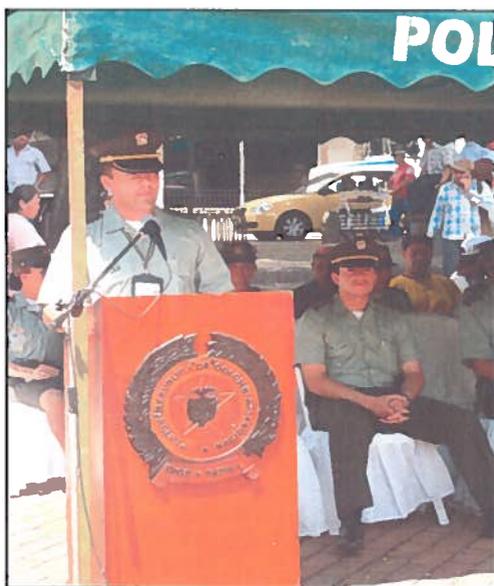
Law Enforcement: Since 2006, NSIC has been working at the national level with the Colombian National Police (CNP). CoL is now one of the force's six strategic priorities. As mentioned, the CNP initiative combines formal academy instruction (72 hours) for all new officers with a practical requirement (community projects) to embed rule of law behavior in daily police activities. Pereira has served as a pilot for this effort. The CNP inspector general is now disseminating lessons learned in the city throughout the force.

Over the past year, sub-lieutenants who command community police stations (CAIs) have— together with the community—diagnosed rule of law challenges in their patrol zones, including school robberies, illicit drug consumption, and street muggings. They have worked with the community to implement programs to address these issues. For many residents, it was the first time police officers had sought their input in addressing neighborhood public security concerns. These community projects have helped to “demystify” the police and to build trust between citizens and police officers.

CoL Police Community Project Example

Lieutenant Jaime Augusto Martinez Chiquiza worked with the community to address widespread concerns about robberies and other street crime. Citizens were unsure how to present their concerns and complained that the police were not helpful. Martinez first mapped out the steps that citizens can use to report crimes. He then prepared patrol officers to share this information with residents. He spoke on community radio programs to discuss the implications of a culture of silence. He also made a patrol car available to citizens without transportation who needed to report crimes to the criminal investigative section office (SIJIN).

The Pereira command and the CNP have implemented steps necessary to continue this program irrespective of the normal rotation of senior officers. In May 2010 all senior officers in Pereira received orders making them officially responsible for ensuring that members of their force are informed, skilled, and competent promoters of the rule of law.²⁴ (See appendix 7.3) Police officers being assigned to the city are also learning about the Force's commitment to CoL through directives issued by the CNP commanding general. At the police academy they are being taught practical skills that they can use to resist the temptations of crime and corruption and to act as role models in the community.²⁵



Lieutenant Jaime Augusto Martinez Chiquiza presents the results of his action plan to the Pereiran community.

In the November 2010 focus groups, police sector participants described how this interaction with the community enhanced their performance as police officers. They came to understand that police/community collaboration was vital in curbing local security challenges. One participant explained: "It is about meeting citizens and trying to solve problems together. If citizens say insecurity has to do with little electricity, the police can at least ask someone from the municipality or Electricity Company to attend to the issue and become involved."²⁶

Several officers chose projects that worked to increase citizen knowledge of laws that protect children from abuse. Others worked to help curb citizens' reluctance to report crimes and to increase a patrol officer's legal responsibility to process these reports. Almost all attempted to address a lack of communication between citizens and police.

Local Government: Both Pereira's mayor and the elected city council recognized that fostering a culture of lawfulness can take up to a generation. To maintain and build upon the advances of the past two years, they worked together to draft and pass a resolution turning culture of lawfulness into public policy. Future mayors are now required by law to "put into effect a policy for the development, strengthening, and sustainability of the Culture of Lawfulness Project."²⁷ The law mandates that future mayors must include CoL promotion in their development plans and submit a dedicated annual CoL budget to the council for approval.²⁸ According to November 2010 focus groups, this resolution was one of the most significant achievements in sustaining the government's citywide commitment.

While appointed government officials and career civil servants recognize the importance of the programs conducted so far, they also acknowledge that the government could and should do more. In January 2011, the Secretary of Planning submitted a first draft of a 10-year culture of lawfulness strategic plan to the City Council to serve as a guideline for future elected officials. The plan outlines short- and long-term goals for rule of law education to improve traffic safety, public spaces, education, citizen security, human rights, and environmental responsibility.²⁹

Civil servants throughout the government have developed the capacity to integrate rule of law messaging into existing and complementary activities without direct NSIC assistance. For example, the post-project evaluation found a lack of citizen confidence in public servants following the rule of law. In response, the government has adapted, without NSIC assistance, a CoL education curriculum for government employees. This is just one example of how rule of law education has taken root.

Civil Society Moral Authorities: Centers of moral authority can be faith-based or secular nongovernmental organizations. They can wield significant influence in the community as a result of the respect citizens have for them. Five highly regarded local NGOs have incorporated CoL themes into their regular ongoing programming. They also have developed an internal expertise to develop new initiatives in the future. Audiences include a) small-business owners; b) high-risk youth; c) citizens concerned about crime; d) owners of medium and large companies and their employees, and e) local health care workers and their patients.³⁰

NGO Examples include:

- **Citizen Security Network** is a nonprofit organization comprised of 700 community members dedicated to supporting law enforcement by reporting crimes they witness. As in a number of other countries, many crimes in the city go unreported. Citizens

either fear retaliation from the criminals or believe the police are indifferent and ineffective. In support of a culture of lawfulness, the network developed and distributed over 10,000 fliers on the correct usage of the 123 emergency citizen security line (similar to dialing 911 in the US). Members of the Network are also visiting local communities to encourage citizens to report crimes as a key ingredient to public safety by providing monthly interactive workshops to high school students and parents (120 Pereirans per month) on how to become an active part of the city's lawfulness project.

- **SANAR** is a nonprofit organization that provides free medical care to low-income children. In November 2009, it hosted a culture of lawfulness "paint fest" where child patients, medical doctors, nurses, and university volunteers painted a six-piece CoL mural. It is now featured in the SANAR lobby. According to SANAR's executive director, the mural serves to remind patients and medical professionals that they must work together to create a safe, transparent, and legal environment. SANAR continues educating parents and children on the rule of law during monthly painting activities sponsored by university volunteers.



- **Preventive Youth Network (RPJ)** is a nonprofit organization that provides art, dance, and recreational opportunities for at-risk youth. The director, a recipient of the 2010 City Council Legal Hero Award, has embedded culture of lawfulness themes in several of his existing programs. For example, the organization works with community leaders to bring outdoor festivals to parents and children in lower income neighborhoods. RPJ has incorporated a culture of lawfulness movie night into these festivals to spark discussions on how to solve problems as a community within a legal framework.

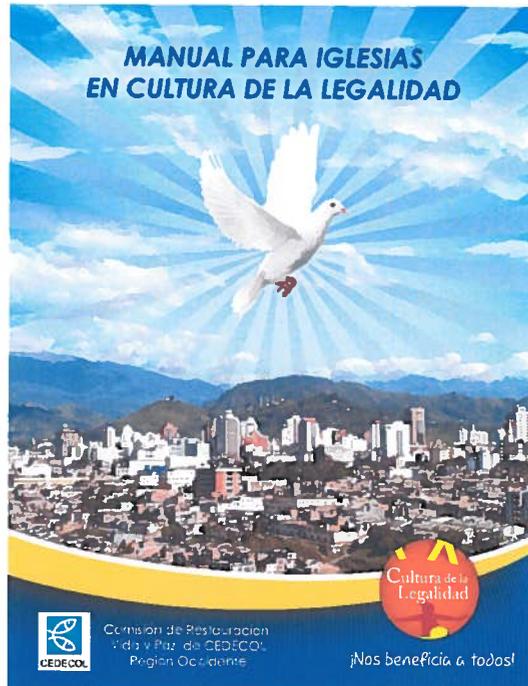
While current NGO directors are committed to continuing CoL education, in order to be sustainable, these efforts must transcend the current executives and staff. To promote

sustainability, NSIC spent significant time identifying and building the capacity of a local service NGO with a strong institutional record and a capacity to serve as a long-term implementer, coordinator, and advocate for CoL. Alma Mater, a leading and self-sustaining nonprofit organization in the city, has made institutionalizing civil society CoL efforts an organizational priority. This includes the dedication of permanent staff to promote CoL. Alma Mater's 2011 strategic plan includes the development of a CoL moral authority network, where NGO educators have a space to meet regularly to share lessons learned and coordinate efforts. This stems from suggestions made by NGO participants in post- project focus groups.

Faith-Based Organizations: Pereira's faith-based centers of moral authority have similarly embraced culture of lawfulness as an integral part of their community mission.³¹ Church leaders have publicly pledged to continue CoL programs initiated over the past two years. Priests and lay leaders have developed an in-depth understanding of rule of law principles and are translating these into concrete efforts to promote social harmony. The Catholic Diocese educated all of Pereira's 88 priests in techniques for promoting rule of law principles among parishioners. In 2009, Bishop Tulio Duque publicly committed the Diocese to developing specific programs to promote a culture of lawfulness. "As citizens of the world, we must become living defenders of those values required for improving the quality of life. As a church, the Pereira Diocese will help to form citizens that participate in the development of a social rule of law in order to overcome corruption and delinquency."³² He has assigned Father John Freddy to coordinate the Diocese's CoL commitment. Priests continue to receive quarterly newsletters suggesting rule of law themes for sermons and ideas for parish-community projects (e.g., candlelit marches to break the silence on child abuse, installing neighborhood watch programs with local police support, etc.).³³ CoL is now a regular feature of the monthly diocesan newspaper *El Pregón* (circulation 3,500) and of one of the city's three major newspapers - *El Diario del Otún* (circulation 60,000).

Based on Church teachings, articles discuss how to report crime, resist the illusion of easy money, demand transparency in the private and public sector, and assume responsibility for personal actions.

The Pereira Association of Christian Churches of the National Evangelical Commission for Restoration and Peace³⁴ has also incorporated CoL into their mission. In its May 2009 declaration, the Association stated: "In these transcendental moments, a door had been opened for the Christian Church to become moral authorities in this transforming project involving all sectors."³⁵



The Association published a 106-page manual for pastors and lay leaders on effective approaches for advancing peace and social harmony through the rule of law. It suggests monthly rule of law themes that can guide the pastor's work with the church community of more than 30,000. It also contains a section for Sunday school teachers with 11 interactive lessons.

Media and Popular Culture

Pereira's three local television channels, three major newspapers, and eight local radio stations are regularly underscoring the results, impacts, and citizen perceptions of the citywide culture of lawfulness initiatives.³⁶ They are highlighting progress expanding the reach of individual CoL initiatives. They are also playing a watchdog role calling upon the government to do even more to promote the rule of law. In 2009 and 2010 alone, three to five articles, interviews and/or opinion pieces appeared in local papers on a monthly basis – reaching more than 200,000 readers each time. While difficult to track exact statistics in radio and television, Pereiran listeners and viewers were exposed to CoL messaging a *minimum* of eight times a month during this same time period.

Print and electronic media professionals (reporters, producers, writers, program hosts, and columnists) are also regularly integrating CoL themes into their news and entertainment work.

They continue to focus on individual responsibility for creating a lawful society and the positive contributions being made by various organizations and individuals. These programs have continued over the past six months, despite the end of NSIC’s direct involvement. Examples include:

- Bands who perform live on the weekly entertainment music program Vitrola (CNC television) discuss the importance of following rule of law principles.
- A local radio station broadcasts a weekly question and answer radio program, Legalismo, in which audience members learn how to protect their rights. Shows have dealt with such topics as property acquisition, pensions, and renters’ rights.
- The Pereira Police Radio Station, with support from the Secretariat of Education, has made part of its regular weekly programming a weekly radio talk show (Parche Legal) featuring middle school students and police officers. Students play popular music and engage in discussions about how to fight corruption in their own lives, such as in school elections.
- A community paper entitled *La Tribuna* created a comic strip Rin Rin – a frog who reports problems facing the community on a weekly basis and explains why they are compromising the rights of citizens. Issues ranging from authorities parking in unauthorized zones to businesses cluttering the sidewalks. Rin Rin follows up to ensure the proper authorities have resolved each issue.

In addition to mainstream media, local artists are engaged in the citywide project. One cross-sector initiative – an ongoing CoL rap and hip hop contest – involves an NGO specializing in high-risk youth and the Municipal Institute of Culture. Children wrote and performed original lyrics about their experience with neighborhood crime and their personal commitments to seek change. The groups are regularly invited to sing in outdoor festivals and continue to write songs in the name of the “L” Culture.



The Municipal Comptroller announces the 1st place winners of the “Culture of Lawfulness Is an Awesome Challenge” rap contest.

The management of the city's professional soccer team, Deportivo Pereira, continues to employ social messaging techniques to encourage the 50,000-plus fans who attend its home games to support the rule of law. The team prominently displays a CoL banner in the stadium. During halftime, audio skits remind fans to play by the rules in the stadium (keeping bleachers clean, purchasing tickets from licensed vendors, and showing respect for opponents) and their daily lives.



4.3 Measurable Changes in Popular Knowledge and Attitudes

The project has had a clear and positive impact on city residents. A quasi-experimental evaluation found significant measurable change:

- Familiarity with and a more positive perception of rule of law principles and the culture of lawfulness;
- Increased confidence in the government's interest in promoting CoL;
- Understanding of a collective community responsibility to promote lawfulness and to help improve security.

Evaluation Methodology

To create a starting point for assessing change in citizen knowledge and attitudes, a Pereira-based market research/polling company *Estudios y Consultorias Socio-Economicos (ESCS)* conducted a baseline quantitative assessment in May and June of 2008, prior to the initiation of project activities. The instrument, designed by NSIC and systematically reviewed and tested by ESCS, consisted of 42 multiple choice questions yielding a total of 130 analyzable variables. ESCS employed a multi-stage sampling process to select an appropriate random sample of 1,200 respondents representing the 19 urban districts (comunas) and 6 socioeconomic strata in the city.³⁷ This method was replicated in October 2010 to identify measurable change. The project's post-test was slightly modified to include 48 questions offering 130 variables.³⁸ The changes sought to elicit more specific information on certain aspects of the project. (See appendix 7.4 and 7.5)

In order to validate citizen survey findings and provide a more in-depth understanding of citizens' knowledge and attitudes, seven focus groups and eleven in-depth interviews were conducted by a Mexican evaluation specialist in November 2010. A cross-section of Pereira government and civil society leaders and activists participated.³⁹ The focus groups also helped gauge future commitments to continue sustainable cross-sector education. The Executive Summary of the Qualitative Evaluation Report can be found at Appendix 7.5 and the focus groups in Appendix 7.6. The full reports are available from the Culture of Lawfulness Project.

Increasing Citizens' Awareness

Between 2008 and 2010, knowledge and awareness of culture of lawfulness and rule of law concepts grew significantly among Pereira's citizens. In the pre-project survey only a small percentage of citizens were familiar with the concept of a culture of lawfulness (14%). By the project's end, awareness had more than doubled to 32%. Those familiar with the rule of law as a concept also increased from 16 to 22%. The evaluation also found a connection between the two concepts. Over 85% of those familiar with the rule of law and 58% of those aware of a culture of lawfulness also reported knowledge of that concept's counterpart.⁴⁰

An overwhelming majority of respondents familiar with the terms (86%) expressed support for them. While noteworthy, this is still a reduction from the almost universal backing in the pre-test evaluation. Dr. Dennis Jay Kenney, a professor of criminology at John Jay College of Criminal Justice and author of the evaluation report, explains that this reduction may be the result of improved citizen understanding of the concepts and their communities' challenges. The fact that less than half agreed that a strong culture of lawfulness exists in Pereira suggests a more realistic perspective rather than a weakening of interest.⁴¹

These results are echoed by independent focus groups conducted in November 2010. They found that both leaders and mentors had a strong understanding of CoL's importance for their own lives and that of their city. This motivated them to become catalysts for rule of law initiatives in their respective fields.⁴²

The focus groups also confirmed that culture of lawfulness has become increasingly well known and understood in Pereiran society. One participant noted, "Culture of Lawfulness is no longer unknown in Pereira. Before we heard the word lawfulness and thought it had to do with the police and the framework of the law. Now many sectors are involved – spreading the news...that it is worthwhile because it brings progress and tranquility...." Another added, "People used to think that lawfulness was just about the police. The program expanded this

idea. People are starting to reflect on how they should act in their environment and how their decisions affect the security of another.”⁴³

Citizen Confidence in Leadership’s Commitment to CoL

The September 2010 evaluation found that a greater number of respondents believed that their elected leaders – the mayor and members of the city council – were working to promote a culture of lawfulness. This indicator grew from only 8 percent to more than 1 in 5 (21%) by the project’s end. In addition, more than 60% of those familiar with CoL and rule of law principles reported a belief that their city leaders were supportive of them (versus 40% in 2008). Citizens who had seen officials take specific steps to promote a lawful culture jumped from 20 to 42%. A similar increase was found in citizens’ confidence in civil society efforts to advance a culture of lawfulness among nearly all key sectors – schools, religious organizations media, and nonprofit organizations. Only labor and the business community did not experience change in this category. According to Dr. Kenney, citizens saw that their leaders—governmental and nongovernmental—were willing to back up their words with action. This is an important step to building citizen confidence in their leaders and reversing fatalistic attitudes.⁴⁴

These results are also supported by qualitative findings. Participants in all seven focus groups believed that one of the biggest program achievements was the mobilization of a large amount of actors from diverse sectors working toward a common cause. Many pointed to the quantity, variety, and quality of educational programs and activities carried out by leaders and their program staff in government, city council, and civil society.⁴⁵

Police/Community Collaboration in the Creation of a Culture of Lawfulness

The project also saw a significant shift in citizen attitudes about the roles of the police and the community in improving safety. Acknowledgment of the community’s role in preventing crime and corruption and supporting the police grew significantly. Respondents were asked to rate a series of activities, identifying who should be responsible for their completion – the police, the police and community working together, or citizens on their own. The results are shown in the Table on the next page. Citizens accepted significantly increased responsibility in all activities not involving direct law enforcement (from crime prevention to helping victims of crime). A shift was also seen, although less pronounced, in activities requiring direct law enforcement involvement (ranging from collecting criminal information to investigating crimes).⁴⁶

Table

Percentage of Citizens Who Believe that the Community, along with the Police, Should Be Responsible for Addressing the Following Public Safety Issues

	<u>Police/Community Responsibility</u>		
	<i>Pre-test</i>	<i>Post-test</i>	<i>% Change</i>
<i>Organize community meetings</i>	53%	65%	+12%
<i>Advise people on home security</i>	48	61	+13
<i>Advise business on crime prevention</i>	47	60	+13
<i>Advise people on personal safety</i>	46	59	+13
<i>Advise schools on crime and safety</i>	46	58	+12
<i>Help victims of crime</i>	42	53	+13
<i>Collect crime/criminal information</i>	37	42	+5
<i>Deal with missing persons</i>	36	40	+4
<i>Control drugs and prostitution</i>	35	27	-8
<i>Catch Shoplifters</i>	27	27	0
<i>Deal with domestic violence and fights</i>	19	19	0
<i>Patrol community on foot</i>	16	16	0
<i>Patrol community in cars</i>	10	13	+3
<i>Deal with public disturbances</i>	14	11	-3
<i>Investigate crimes</i>	5	9	+4

Throughout the course of the project, general attitudes concerning a respondent's personal responsibility to advance a culture of lawfulness saw little movement. In two of the three primary areas of the city where project activities took place, respondents' feelings of personal responsibility slightly improved even as attitudinal scores were growing less positive elsewhere. According to Dr. Kenney, this demonstrated the positive impact of CoL education.⁴⁷

While not as great a change in attitudes as in other areas, key indicators of attitudes supportive of following the law increased. For example, those who *rejected* the idea that one should be allowed to disregard laws they dislike increased from 74 to 78%. Also, 43% of respondents initially agreed that a law breaker should be reported even if he or she were unlikely to receive punishment. By the post-test, this had increased to 48%.⁴⁸

Due to the relatively short timeline of the project – two years of program activity – significant behavioral change was not expected. The first step in any cultural transformation, however, is an increase in citizen knowledge and acceptance of collective responsibility. Positive shifts in these areas over the past two years and continued programming can be expected to impact personal attitudes and behavior supportive of the rule of law in the future.

Focus groups confirm this conclusion. Participants agree that a seed has been planted and that Pereirans are much more aware that there is another way to live and act. They envision the next three to five years as a second stage of the program, where public awareness begins to turn into personal action and personal behavior change. As one participant described it, "People here are becoming mindful. This is a start of something real. Just like in Palermo, we cannot expect this to happen from one night to the next. It is a transformation."⁴⁹

4.4 Multiplier Effect - Program Impact at the National Level and in Neighboring Regions

The impact of the Pereira multi-sector initiative has attracted the attention of other actors in Colombia. During a 2010 visit to Pereira, Colombia's President Juan Manuel Santos was introduced to the citywide project. He stated that culture of lawfulness education "provides citizens with the principles and values to serve as a compass to help with decision making...to follow the law."⁵⁰ The president has gone on to discuss the importance of citizen responsibility and culture of lawfulness in addresses in Bogotá and Cali.⁵¹

President Santos has also started to put these ideas into practice, incorporating culture of lawfulness in his administration's five-year national citizen security plan. In September 2010, he announced that culture of lawfulness is an integral component of the government's

anticorruption policy, and seeks to involve the participation of the entire society in promoting transparency.

In October 2010, President Santos appointed Miguel Francisco Prado as the new director of the Presidential Program for the Fight against Corruption. Prado visited Pereira to gather best practices and discuss how to replicate the CoL approach in other major municipalities. When asked what he would do to attack the country's biggest corruption problems in both the public and private sector, Prado replied "the strongest aspect will be prevention, which is very tied to teaching people about a culture of lawfulness."

Pereira's experiences have also begun to motivate neighboring municipalities to initiate rule of law education. The Metropolitan Area Transportation Agency (AMCO) and Secretaries of Education in the adjoining cities of Dos Quebradas and La Virginia organized a "Let's Be Lawful" soccer tournament with 27 teams. The tournament promoted rule of law principles by awarding extra points for gender equality, audience participation, and demonstrating respect and good sportsmanship for opposing team members. Emphasis is placed on the link between playing by the rules of the game on the soccer field and promoting the rule of law.⁵²

The Secretary of Economic Development of Risaralda recently created a Culture of Lawfulness Tourism Committee to educate tourist service providers about the personal benefits of abiding by the country's tourism and sustainable development laws. They want them to understand, "the importance of working within the framework of a culture of lawfulness as a fundamental strategy that leads to sustainability and a booming tourism business."⁵³

5. Lessons Learned and Next Steps

In the course of the Pereira culture of lawfulness project several lessons in multi- and cross-sector programming were learned and reinforced. They were integrated into NSIC's work to develop a sustainable plan for long-term implementation in Pereira.

5.1 Lessons Learned

- ***Local partners need concrete programmatic examples that they can adapt to their local environment.*** At first, local leaders felt overwhelmed as they tried to apply the CoL approach and develop concrete plans on their own. However, once they were provided with specific programmatic options, partners were able to quickly tailor them to their local institutional reality. This enabled them to build the confidence and capacity to work independently. For example, the NGO Youth Preventive Network (RPJ) was initially unsure

of how to present rule of law principles to marginalized youth. The organization is now creating and implementing programs on its own. This includes adopting one of the city's most prominent abandoned public spaces—Libertad Park.

- ***It is important to demonstrate clearly to local organizations, which often have limited human and/or financial resources, that rule of law themes can be integrated inexpensively into existing programs.*** Much of the nonprofit sector in Pereira initially believed it was beyond their financial capacity to participate in the project. Instead of trying to develop new initiatives with additional costs, NSIC worked with these organizations to embed rule of law themes into current programming. For example, each month Vida y Futuro, a micro-lending nonprofit organization, trains potential small business owners. With guidance from NSIC, it incorporated a CoL component into its seminars and business inspection home visits, teaching 125 potential clients a month about the material benefits of operating within the rule of law. Other partners incorporated rule of law principles into city festivals where they would already be participating. For example, at the annual Children's Day sponsored by the First Lady's Office, the Office of Sports and Recreation helped children and parents to paint "commitment murals" with drawings symbolizing their promises to follow traffic rules, take care of parks, and obey school rules.
- ***Executive Program Committees are an important element in program development, monitoring, and adjustment.*** To be effective they must include a more rigorous selection process, a consensus on the precise duties of the committee as a whole and of its individual members. Each sector needs to assign one permanent staff member with decision-making power. This staff member should become the liaison for CoL projects developed in his or her sector.
- ***Individual programmatic efforts can be strengthened by tying them together under a unifying culture of lawfulness theme.*** In January 2010, the nonprofit organization Mundos Hermanos, the Secretariats of Government and Social Development, and the Pereira police force synchronized under the CoL rubric their individual efforts to curb underage prostitution. They formed a special alliance to crack down on brothels in the city's downtown area. Through social programs, they also worked together to educate high-risk families. Focus group participants rated this effort as a success, affirming that fewer minors are caught inside the establishments within a five-mile radius in downtown Pereira.⁵⁴
- ***Role models need to be developed that demonstrate that change is possible and encourage others to follow suit.*** Many in Pereira were initially reluctant to invest their time and energy in the CoL project. They believed it was the latest "fad" and would soon be replaced with another initiative. In overcoming these fatalistic attitudes, it was helpful to showcase the work of average citizens whose actions embodied rule of law principles and who were working to make a difference in their local community. This included highlighting

the efforts of a school teacher in a marginalized neighborhood, a local police officer, and community leader, and a micro business owner. The local media, the city council, and the municipality helped bring attention to their efforts, which in turn encourages other citizens to take part in the CoL promotion.

- ***Citizens need to become actively involved in order to secure their support for the rule of law.*** In 2008, local partners focused on public awareness campaigns involving slogans, jingles, and logos. While helpful in providing knowledge, this was not sufficient to change attitudes. Recognizing this challenge, partners expanded their efforts, creating programs to include local citizen in working to improve their neighborhoods. The traffic task force described above is one example.
- ***Addressing local needs.*** Citizens must be able to connect a culture of lawfulness with tangible changes in their quality of life. Understanding local voices and needs is necessary. In a cross-sector effort, a public-private task force worked to reclaim ownership of one of the city's most historic and abandoned public spaces – Libertad Park. Initial programming focused on increased police presence (from two officers to six), monthly cultural celebrations, and increased responsibility for beautification efforts by a private company, ATESA. Efforts to involve local civic groups and local leaders lagged behind. When the task force finally achieved their buy-in, collaboration steadily increased. Local neighborhood groups and civic organizations whose members live near the park are now partnering with municipal government and civil society leaders. For example, 64 local business owners worked with community police and the Secretary of Planning to launch a neighborhood watch program. Twenty local coffee vendors are educating their clients on the impact each individual has on the park's appearance.
- ***A balanced approach involving both government and civil society is needed to maintain legitimacy.*** Because Pereira's mayor embraced CoL education from the outset in 2008, the media and some civil society organizations initially viewed the citywide project as a partisan or personal cause of the mayor. They were also unsure that it would continue following a change of government. However, once the broad scope of the project became known, this perception began to change. This was reinforced by newspaper opinion pieces by prominent business leaders, radio interviews with Catholic and Christian Church leaders, and speeches by city council members from various parties.
- ***Promoting goodness is not equivalent to fostering a culture of lawfulness.*** Initially, Pereiran partners became so enthused about making a difference that they began to equate all good deeds with rule of law promotion. Suddenly, being a "good" person was the same as being "lawful." It was important to clarify that culture of lawfulness promotion requires individuals to help defend and/or strengthen rule of law principles. If this distinction is not

made, culture of lawfulness as a concept becomes ambiguous; initiatives lose focus, and do not achieve their intended goals.

5.2 Next Steps in Pereira

It is clear that there is a critical mass of collective will developing around a culture of lawfulness and continuing its promotion within the community. Concerns about long-term progress remain, however, and NSIC has worked with local partners in developing a strategic plan going forward including the following next steps.

Improved Collaboration/Cooperation: Although the project has witnessed successful cross-sector projects that helped to reinforce specific messages, mentors and leaders agree that even more collaboration within and among sectors is needed. They understand the value of working together and see this as crucial for future citywide success. Focus group participants stress that too many mobilized actors are working independently and that some have even resisted efforts at collaboration, whether due to past misunderstandings, lack of collaborative experience, or time constraints. As one participant suggests, “Many times we feel as if we are on our own separate islands, all working towards the same goal but each one with their own resources and their own staff.”⁵⁵

Recruiting new actors: Another challenge is how best to involve actors and sectors that local leaders and mentors feel are fundamental to the process, such as public servants. Focus group participants agree that if the local government is to serve as a leading force in a culture of lawfulness initiative, it must do a better job of educating its own staff. One government leader noted, “There is a serious problem when the employees who work for public entities do not follow a culture of lawfulness. If we all did, there would be a bigger impact.”⁵⁶ There are those willing to address this issue, including the president of the city council, who pledged to make this a priority in 2011/2012. The secretary of Planning has already begun to adopt a Mexican culture of lawfulness civil servant course to the needs of Pereira. Other actors and institutions to involve in the city initiative are parents, judges, and hospitals and clinics.

6. A Guide to Replicating the CoL Experience

The approach employed in Pereira and other cities (Palermo, Hong Kong, and Bogotá) can guide others looking to strengthen local democratic governance, human rights, and the rule of law. While recognizing the need for adaptation of the Pereira experience to local attitudes and

needs, NSIC has identified several factors that have been effective in diverse settings. These include:

6.1 Choice of Implementing Context

Several conditions appear either to facilitate or create challenges for the development of culture of lawfulness. They can be viewed as forces on a spectrum that help determine a new CoL program's scope, strategies, and expected outcomes, as well as the likelihood of success with external intervention.

At the low end of the spectrum are the minimum conditions that appear needed to develop a multi-sector culture of lawfulness initiative. These include (1) a basic degree of physical security for CoL proponents working on the ground. They should be able to implement educational projects without being exposed to physical threats. This requires military/police protection in society against illegal armed groups. (2) The local elected government and competing political powers should demonstrate a minimal level of support or apathy for the rule of law principles. In other words, they must allow other sectors to participate without imposing a hostile competing narrative. (3) The government must be able to provide at least a rudimentary level of services including justice adjudication, water, and basic health care. (4) Potential governmental and nongovernmental leaders need to be interested in bringing about change in their city. Without this initial interest, it becomes extremely difficult to commit local actors to lending their support and political capital.

At the mid to high end of the spectrum, the conditions make it increasingly easier to succeed in a multi- and cross-sector initiative. Program development comes at a quicker pace. (1) The government has moved from hostility to becoming more involved in fostering the rule of law among public servants and the society as a whole. (2) Moderate to high government institutional capacity and resources are available. (3) Among citizens, there is basic awareness that the law is not adequately addressing certain societal ills, along with a willingness to seek change. If this variable is absent, CoL programs will first need to build this understanding. At the highest end of the spectrum, citizens are also aware that many of these problems stem from illegality and corruption. (4) Initial interest in and preliminary commitment to promoting the rule of law is strong on the part of potential leaders (government and/or nongovernment). (5) Existing rule of law, anticrime/corruption or pro-transparency programs that involve citizen/police/government collaboration.

6.2 Baseline Assessment of Opportunities/Challenges

To guide program development, at the outset of the project it is helpful to conduct a baseline assessment of opportunities for and challenges to CoL education. The assessment can be based on interviews with city leaders, citizen perception surveys, academic research by scholars, the relevancy of existing curricula and program models, and lessons learned from prior CoL initiatives. Findings are discussed with a broad cross-section of activists to reach a consensus on the principal findings and recommendations.

In Pereira, NSIC met with a cross-section of activists to share preliminary findings. This allowed Pereirans to weigh in on their city's blue print for launching this initiative and to adapt the CoL approach to local needs. This secured local partner buy-in and "ownership" of the project early on.

6.3 Commitment and Contribution from Local Partners

Memoranda of understanding or more informal letters of agreement are useful vehicles for codifying the specific commitments made by local partners. These agreements should be tailored to the particular requirements and realities of the partnering organization, detailing responsibilities and resource allocations. Initial seed grants can help local leaders and senior managers to independently develop the skills to implement long-term initiatives. In Pereira, NSIC provided grants of up to US\$500 for local NGO projects that demonstrated a clear plan on how to become self-sufficient after the initial startup. Many of these projects, such as the micro-enterprise educational initiative described above, continue today without additional outside financial or technical support.

6.4 Develop Local Partner Capacity to Manage and Implement Programs

Through a focus on leadership development and building the CoL capacity of local partner organizations, a foundation should be put in place for long-term continuity. A combination of group seminars and individual mentoring can be used to explain the CoL vision, ensuring that partners fully understood rule of law principles and their vested interest in promoting them. In Pereira, NSIC used effective approaches developed in other settings (Palermo, Hong Kong) to assist local leaders in conceptualizing their own CoL initiatives. NSIC then collaborated with partners to tailor these techniques to their specific requirements in their mission statements.

6.5 Create, Pilot, and Refine Synergistic Educational Programs Tailored to Local Needs

Formal and informal education programs are at the core of the CoL mission. While formal education (classroom instruction) provides students/participants with sufficient depth of knowledge to meet learning goals, informal education uses social messaging outside the

classroom to engage the public, influence daily activities, and reduce fatalism. This creates a bridge between knowledge and cultural change.

NSIC worked closely with its Pereira partners so that the programs they developed – both formal and informal - transmitted knowledge, attitudes, and skills necessary to apply rule of law principles and practices. Moreover, programs were found to be particularly effective that concretely demonstrated the positive contribution the rule of law can play in daily lives and involved a cross-section of citizens in hands-on activities.

6.6 Institutionalization of Ongoing Evaluation Programs

Ongoing programmatic evaluations are helpful to ensure that CoL education is having the desired impact and that local partners are developing the capacity to maintain these initiatives. In Pereira, it was useful to employ a combination of written participant surveys and oral focus group discussions to gauge the impact of activities. Process evaluations, involving the close monitoring of particular programs, were also conducted to determine if they were being implemented as designed. These helped to identify, early on, obstacles that needed to be addressed or new opportunities that could be explored.

...

The municipality of Pereira, with the assistance of NSIC, has shown that it is possible to create a foundation for broad societal change—supportive of the rule of law—in three years. The city administration and civil society demonstrated resilience and commitment. A cross-section of leaders in key sectors of society who interact with large segments of the population, are now advocating a CoL vision on a consistent and ongoing basis. They have also embedded in their organizations educational programs whose collective narrative, over time, can lead to cultural transformation.

7. Appendixes (Follow Endnotes)

ENDNOTES

¹ While there are many definitions of the rule of law, in a rule of law society (i) laws apply equally to everyone, including the ruler and the ruling class, regardless of economic, political, or social status; (ii) there is a formal means for people to participate in changing and overseeing the implementation of the laws; (iii) the laws protect the rights of each individual, as well as the interests of society as a whole; and (iv) the law provides a formal means of enforcing the law and of sanctioning violators with established punishments. "Strengthening the Rule of Law and Promoting a Culture of Lawfulness," (Washington, DC: National Strategy Information Center, 2005), ii.

² For more information on these successful efforts see Leoluca Orlando, *Fighting the Mafia and Renewing Sicilian Culture*, San Francisco: Encounter Books, 2001; T. Wing Lo, "Pioneer of Moral Education: Independent Commission Against Corruption (ICAC), 1998. Trends in Organized Crime, Vol. 4 (2), pp. 19-20; and Alan Lai, "A Quiet Revolution: The Hong Kong Experience," in "Edited Proceedings of the International Symposium on the Role of Civil Society in Countering Organized Crime: Global Implications of the Palermo, Sicily Renaissance," City of Palermo/Sicilian Renaissance Institute, Palermo, Sicily, December 2000.

³ Colombia has a decentralized education system. The national Ministry of Education provides guidelines for course subjects. However, Colombian municipal secretaries of Education are responsible for determining the actual curriculum for their students, and are dependent on budgets approved by their own city councils.

⁴ The 25 municipalities include a) the country's largest seven cities (Bogotá, Cali, Medellín, Barranquilla, Cartagena, Pereira, and Cucuta), and b) smaller cities and departments in areas where the government is still actively combating drug cartels, insurgents, and paramilitary groups (Apartado, Buenaventura, Cartago, Guaiya, Monteria, Neiva, Pasto, Putumayo, Quibdó, San Andres, Santa Marta, Soacha, Soledad, Tumaco, Villavicencio, Valledupar, Valle, and Yopal).

⁵ www.anticorruption.gov.co/areas/politicas-transvesales.asp. October 6, 2009.

⁶ Instructional Memo No. 033/DIPON-INSGE, June 1, 2009.

⁷ Municipal elections in Colombia occurred on October 28, 2007. New administrations took office on January 1, 2008. To allow NSIC time to assess the impact of the elections for the project and for new municipal administrations to assume office, the project start date was postponed until February 1, 2008. This decision was taken in consultation with USAID staff in Washington and Bogotá, including the Cognizant Technical Officer. As a result, the period of performance for the USAID grant was subsequently modified and extended to January 31, 2011.

⁸ Plan de Desarrollo Municipal, *Pereira Región de Oportunidades* (Pereira: Secretaria de Planeacion Municipal: 2008), 23.

⁹ Departamento Administrativo Nacional de Estadísticas, Boletín Censo General 2005: Perfil Pereira, Risaralda. (<http://www.dane.gov.co>)

¹⁰ According to the 2005 DANE census, 93% of the population was literate. 82% of youth from 11 to 17 years old were attending school.

¹¹ According to Risaralda Citizen Security Police Director Colonel Erick Rivas, from December 2006 to December 2009, the homicide rate fell by 28% (from 427 to 306.) In December 2005, only 27% of the population felt safe or very safe in their neighborhoods. Universidad Nacional de Colombia. Facultad de Ciencias Humanas, Diagnostico de la Cultura Ciudadana en Pereira (Diciembre 2005), 148.

¹² See "Fostering a City-Wide Culture of Lawfulness in Pereira, the Capital of Colombia's Coffee Region: 2008-2010: Opportunities, Challenges, and Priorities." National Strategy Information Center, October 2008.

¹³ In each succeeding seminar, NSIC refined and honed its techniques for leadership development, taking advantage of lessons learned (both positive and negative) at preceding seminars.

¹⁴ Citizens honored: School teacher Martin Sammy Villa, Catholic Priest David Moscoso, CNP Sub-lieutenant Arturo Salamanca, Christian coordinator Lucia Teresa Cardenas, SANAR Executive Director Ana Christina Galvis Arias Hernandez, and RJP Director Juan Jose Lopez (Pereira City Council Extraordinary Session July 27, 2010).

¹⁵ Members of the traffic task force include: Institute of Transportation, Megabus, Association of Christian Churches, Technological University of Pereira, Area Metropolitana del Centro Occidente, Secretariat of Government, and Secretariat of Planning.

¹⁶ According to the Pereira municipal transit authority, between January 2009 and January 2010 in the area targeted by this CoL project, there were significant reductions in the number of traffic-related incidents, injuries, and deaths. For example, the number of traffic accidents overall was down by 6.2%; deaths involving moving vehicles fell 9.4% and injuries by 10.5%; deaths involving motorcycles, which were counted separately, fell by 18.4%; and pedestrian deaths dropped 15.4%. Instituto Municipal de Transito de Pereira, NIT 816000558-8, 2010.

¹⁷ Members of the Culture of Lawfulness executive committee: Secretary of Planning, Secretary of Government, Secretary of Education, Chief of Police, Catholic Bishop, Director of Pereira's Ombudsman Office, Secretary General of the Chamber of Commerce, Director of the National Colombian Radio network (RCN), the Director of "La Tarde" newspaper, and the Regional Coordinator for the Association of Christian Churches.

¹⁸ Focus groups and interviews were conducted in Pereira from November 8 -12, 2010. See Maria Eugenia de Suarez, "Resultados de Programa Multisectorial - Pereira, Colombia." December 2010, Executive Summary at Appendix 7.6.

¹⁹ Ibid.

²⁰ Alcaldía de Pereira, "Plan de Desarrollo Municipal: Pereira Región de Oportunidades: 2008-2011." (Pereira, 2008) pp. 60. www.pereira.gov.co/docs/2009/Plan_Desarrollo/documentos/libro.pdg. Accessed on September 22, 2010.

²¹ Proyecto de Acuerdo No. 23 de 2010: Por medio de la cual "Se establecen los lineamientos generales para la política pública de cultura de la legalidad para el municipio de Pereira." (Pereira, June 11, 2010)

²² Radio spots aired on Pereira police radio station, Culture radio Antonio Canarte, Pereira al Aire, Caracol, RCN, and Oympico Esterero. Television spots aired on UNE and Tele café from November 2008 to the present.

²³ Suarez, Pg. 24.

²⁴ "A Shared Responsibility in Improving Community Relationships through the Rule of Law." Ministerio de Defensa Nacional - Departamento Policía Risaralda, Instructivo No. 003/COSEC-COMAN (Pereira, February 25, 2010).

²⁵ Directive 003."

²⁶ Ibid, p. 34.

²⁷ Proyecto de Acuerdo No. 23 de 2010: Por medio de la cual "Se establecen los lineamientos generales para la política pública de cultura de la legalidad para el municipio de Pereira." (Pereira, June 11, 2010)

²⁸ Gubernatorial, mayoral, and city council elections in Colombia are scheduled for October 2011. Successful candidates take office on January 2, 2012.

²⁹ Secretary of Planning, Municipality of Pereira. "Politica Publica en Cultura de la Legalidad," January 2010.

³⁰ The five organizations are Vida y Futuro Organization, Network of Youth Crime Prevention, Coffee Civic Security Network, Chamber of Commerce, and SANAR.

³¹ USAID Funding was not used to support NSIC's work with faith-based organizations. A description of this accomplishment is included in the report, however, as it formed part of the overall CoL municipal project.

³² Statement by Bishop Tulio Duque at Press Conference on June 15, 2009 held to announce the Pereira Diocese's commitment to promote a culture of lawfulness in the city.

³³ The Culture of Lawfulness Project provided a small seed grant to pay for the printing of the publications. In 2011, the Diocese assumed responsibility for continuing this activity.

³⁴ The Association of Christian Churches in Pereira is the regional arm of Council of Evangelical and Protestant Churches of Colombia. It represents approximately 8,000 Christian churches nationwide and approximately 4 million Colombians.

³⁵ Association of Pereiran Christian Churches. "The Christian Church: A Center of Moral Authority for a Culture of Lawfulness." August 2009.

³⁶ Pereira has three local television channels, three major newspapers, and eight local radio stations. Local media outlets and national affiliates reporting on CoL activities include *La Tarde*, *El Diario del Otún*, *El Tiempo*, *El Espectador*, *La Republica* (Newspapers); RCN, Caracol, ECOS 1360, Pereira al Aire, Colmundo, Tropicana, Radio Uno, Antena de los Andes, Emisora de la Policia, Viva la Radio (Radio), and UNE, Telecafé, RCN, Caracol, CNC, Señal Colombia (Television).

³⁷ Colombia's socioeconomic system is divided into six categories. Stratum one represents the most marginalized citizens while stratum six represents the wealthiest.

³⁸ ECSE Estudios y Consultorias. Informe Final de Resultados. Septiembre 2010.

³⁹ Suarez.

⁴⁰ Dennis Kenney, "Enhancing the Rule of Law and Culture of Lawfulness in Pereira, Colombia: Assessing the Impact on Citizens," January 2011, p. 14. See Appendix 7.5.

⁴¹ Ibid.

⁴² Suarez.

⁴³ Ibid.

⁴⁴ Kenney.

⁴⁵ Suarez.

⁴⁶ Kenney.

⁴⁷ Ibid.

⁴⁸ Ibid.

⁴⁹ Suarez. p. 46.

⁵⁰ UNE Television *Vox Populi*, August 29, 2010, http://www.unetelefonicodepereira.com.co/joo/canalUne/index.php?option=com_content&task=view&id=19.

⁵¹ In Bogotá, the president stated "Crime prevention requires a citizen culture of lawfulness. We must learn that not all behavior is acceptable and that we as a society have a responsibility to fight against crime." "Presidente Santos presente bases de nueva Política de Seguridad Ciudadana," Bogotá, Colombia, September 20, 2010. In Cali, the president noted: "We have to learn that all of us as a society must take responsibility for fighting against crime. And we, as parents, must take responsibility for teaching our children that illegality is not a life option and that crime does not pay. Honesty, integrity, and refusing to resort to violence to resolve conflicts are values that we first learn at home." "Palabras del Presidente Juan Manuel Santos Calderón en la presentación de la Política de Seguridad Ciudadana," Distrito de Aguablanca, Cali. October 4, 2010, <http://wsp.presidencia.gov.co/Prensa/2010/>.

⁵² This game is modeled after a program created by the Presidential Program for Colombian Youth in 2003 entitled Golombiao (<http://www.colombiajoven.gov.co/Es/ejestematicosmisionales/Paginas/Golombiao.aspx>).

⁵³ El Otún, "El Turismo Legal se toma a Dos Quebradas," September 1, 2010.

⁵⁴ Ibid, 33.

⁵⁵ Suarez, p. 54.

⁵⁶ Ibid, p 14.

Glossary of Key Terms

- **Culture of Lawfulness (CoL)** is a culture in which the overwhelming majority is convinced that the rule of law offers the best, long term chance of securing their rights and attaining their goals. Citizens believe that the rule of law is achievable and recognize their individual responsibility to build and maintain a rule of law society. In a culture of lawfulness, most people believe that living according to the rule of law (respecting the rights protected by law, fulfilling the duties codified by law) is the best way to serve both their public and personal interests.
- **Rule of Law (RoL).** While there are many definition of the rule of law most contain the following elements: Every citizen has an opportunity in making, overseeing, and modifying the laws and the legal system; the laws apply to everyone, including the rulers; and laws protect each individual as well as society as a whole. As much as any factor, the rule of law separates societies where citizens feel secure and are free to develop their individual potential from those where people live in fear of the state's arbitrary actions or of criminals enabled or emboldened by corruption and public apathy. It is the glue that holds together the structural elements of democracy – elections and the institutions of the state.
- **Multi-sector programming**
Multiple sectors of society create and institutionalize simultaneous CoL educational programming so that a broad spectrum of citizens will come to appreciate the personal and collective benefits and responsibilities of the rule of law. These programs can be expected to resonate with citizens from 10 to 70 years of age in various spheres of their lives.
- **Cross-sector programming**
Different institutions collaborate with one another to create and implement mutually reinforcing educational programs that teach specific rule of law messages. These messages range from the importance of personal and collective responsibility to why an individual has an invested stake in promoting the rule of law .
- **Formal education**
Formal education includes classroom instruction in schools, police academies, businesses, or nonprofit organizations. It provides the in-depth content essential to understanding how rule of law principles enhance the quality of life.
- **Informal education**
Informal education takes place outside the classroom in many forums and is intended to reinforce the academic experience. It includes social messaging, community projects, and public education campaigns used by different sectors to engage the public and influence daily activities.

- **Leaders**
Leaders serve as role models and proponents of the rule of law. They have (a) the ability to articulate culture of lawfulness principles to diverse audiences in the city; (b) a personal commitment to its promotion within and outside their own sector; (c) the capacity to secure resources to support culture of lawfulness education; and (d) a commitment to sustainable programming beyond the three-year project.
- **Mentors**
CoL mentors are midlevel professionals accredited to educate new actors. They provide knowledge, attitudes, and skills needed to effectively promote rule of law principles in both the formal classroom setting and informally outside of the classroom.
- **Key sectors**
 - *Centers of moral authority*
 - They are the faith-based and secular nongovernmental organizations that carry a significant weight in the community because of the respect many citizens have for them. They interact with a substantial percentage of the population on a daily basis. Through their formal and informal educational activities, these institutions can create sympathy for and understanding of a culture of lawfulness.
 - *Education*
 - By influencing the attitudes and knowledge of the next generation of leaders, students become important promoters of the rule of law. Moreover, school-based programs have a ripple effect, influencing teachers, administrators, parents, politicians, and the community at large.
 - *Public servants and law enforcement: (look under original proposal)*
 - Once they gain the trust of citizens, public servants have the potential to play a critical role in shaping public perceptions and behavior. Some government agencies, e.g., the police, have their own academies and training centers, which if prompted, can play an enormously influential role.
 - *Media*
 - Print and electronic entertainment and news media can provide large segments of the population with a favorable understanding of a culture of lawfulness and their vested interests in embracing it. Documentaries, soap operas, game and talk shows have been used to reinforce CoL messages, reduce public fatalism, empower citizens, and foster rule of law habits.

Culture of Lawfulness Resolution in Pereira, Colombia
No. 23 June 2010

EXCERPT

STATEMENT OF PURPOSE

The Municipality of Pereira is confronting several societal challenges rooted in its territorial, economic, and social realities, including issues related to community safety, culture of lawfulness, and public administration. This makes it imperative to develop a public strategy to address these issues.

Citizen safety is a priority for the Colombian government, given its social relevance in light of the statistics disclosed by Legal Medicine. It invites the development of clear strategies to promote and implement a Culture of Lawfulness; which in turn helps to diminish factors such as insecurity, informal economies, and the community's disrespect for laws, as evidenced by its tolerance of corruption and crime.

The Municipal Administration formulated the Pereira Region Development Opportunities Plan 2008-2011, which includes the **STRATEGY FOR A SAFE PEREIRA**, whose objective is: "To create an environment of governance and trust that contributes to the preservation of justice and peace via educational programs that emphasize the values and social ethics."

This Strategy includes the **Life, Supreme Value Program**, whose objective is to defend life as a supreme value through a Strategic Plan that will decrease the rate of violence and encourage healthy coexistence. This program includes the Culture of Lawfulness, whose objective is to transform the knowledge, attitudes, and behavior of the Pereira citizenry, through educational programs that emphasize societal support for the social rule of law and human rights within families, in schools, in public spaces, and in the mass media in order to promote peaceful and just living.

THEORETICAL FRAMEWORK AND HISTORICAL POINTS OF REFERENCE

A Culture of Lawfulness exists when the majority of people recognize the importance of the Social Rule of Law and act accordingly, knowing that, by doing so, it will improve their quality of life and personal safety. The Social Rule of Law is characterized by an environment where lawful behavior is considered the most appropriate mechanism to achieve justice and ensure that people's rights are respected and where the majority of society is familiar with and abides by the law and encourages others to do the same.

Culture of Lawfulness Resolution in Pereira, Colombia

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This type of culture makes the following two fundamental contributions towards the development of democracy and human rights: a) the citizenry is strengthened after realizing their right and capacity to participate in the creation and implementation of laws. The citizenry also discovers that no individual is above them, including government officials. Due to this, the criminals and corrupt officials do not have the opportunity to plan and carry out illegal activities. b) a culture of lawfulness changes state institutions by making them more efficient, effective, and just. Illegal behavior becomes more marginalized as an increasing number of citizens begin acting in accordance with the Social Rule of Law. Therefore, authorities and the judicial system can focus on eliminating professional criminals and high level corruption.

In these processes, the average citizen is the main actor, reporting crimes and helping to prevent corrupt practices. At the same time, the agents in charge of upholding the law are also subject to the Social Rule of Law and are expected to uphold the public expectation of respecting human rights.

"THE COLOMBIA CULTURE OF LAWFULNESS" PROGRAM: From 2002 to 2009, the Ministry of Education, the Presidency's Fight Against Corruption Initiative, and the National Strategy Information Center selected 22 of the country's municipalities to implement a formal Culture of Lawfulness curriculum at the middle school level. The first 11 cities were: Cartagena, Barranquilla, Cali, Pereira, Villavicencio, Cúcuta, Tumaco, San Andrés, Providencia, Medellín and Bogotá. The Ministry of Education concluded that it was one of the most efficient programs in the country in terms of promoting democratic participation among the citizenry and preventing crime and corruption.

TECHNICAL FOUNDATION: Among the work undertaken by the Pereira municipal administration, the private sector, non-profit organizations, Catholic and Christian Churches, law enforcement authorities, artistic guilds, the education sector, and mass media, it is worth mentioning that synergistic works are being carried out by each sector to promote the Culture of Lawfulness principles. Since 2008, the US Agency for International Development (USAID), with the support of the National Strategy Information Center (NSIC) have assisted Pereira to launch the Culture of Lawfulness pilot program that will serve as a national and international model, emphasizing the importance of cooperation between civil society and the local government to face and attack social problems that foster corruption and crime and to bring about real change based on respect for the Social Rule of Law. For this reason, an inter-institutional effort has been created to raise awareness and to transform the behavior of the citizenry and government through education and culture that seeks mutual and consensual solutions.

Culture of Lawfulness Resolution in Pereira, Colombia
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PROJECT AGREEMENT OBJECTIVES: 1.) To reach a harmonic and integral development of society, founded on the culture of lawfulness, which improves the quality of life and seeks to enhance the level of security and the community's level of trust in the leadership and the public administration. 2.) Lower the level of corruption, ensure the respect for human rights, and increase the number of reports to law enforcement. 3.) Guarantee the necessary human and financial resources to ensure the long time sustainability of the Culture of Lawfulness Program in Pereira, 4.) Train all of the public servants and municipal government's contractors in Culture of Lawfulness, among others.

In accordance with the aforementioned, I very respectfully solicit the Honorable city council to approve the current initiative that will transform the Culture of Lawfulness Subprogram into Public Policy, an instrument articulating the public, private, civil society's inter-institutional will, whose only intention is to improve the quality of life of the citizens of Pereira.

Of the Honorable Council Members:

ISRAEL ALBERTO LONDOÑO LONDOÑO
Mayor
PROJECT AGREEMENT NO. 23 OF JUNIO 2011

Thereby which:

"The general guidelines for the Culture of Lawfulness Public Policy for the Municipality of Pereira is established"

AGREES TO:

TITLE I

DEFINITIONS

ARTICLE ONE. Culture of Lawfulness Public Policy. The Mayor will put into effect the public policy geared towards the constant development, strengthening, and sustainability of the Culture of Lawfulness Project in Pereira.

ARTICLE TWO. Definition. The following definition is adopted to enable the application and interpretation of the present norm:

Culture of Lawfulness Resolution in Pereira, Colombia
No. 23 June 2010

CULTURE OF LAWFULNESS: A culture of lawfulness exists when the dominant part or majority of society sympathizes or behaves consistently with legal norms and the Social Rule of Law. In a society with the aforementioned culture, the common person believes the laws and the system that enforces, administers, and changes laws is fundamentally just and equal, and is the best way to achieve justice.

TITLE II
DEFINITION, COMPETENCE, AND PRINCIPLES

ARTICLE THREE. DEFINITION. Defined by the Municipality of Pereira's Culture of Lawfulness Public Policy Guidelines, the Municipal Administration will duly develop its strategies, actions, and plans in concert with actors outside the local government, in order to guarantee equal opportunity, access, and permanence of the program.

ARTICLE FOUR. COMPETENCE: All of the actions undertaken by the Municipal Administration related to infants, adolescents, juveniles, adults, and senior citizens with equal treatment irrespective of gender, race, or creed in the Municipality of Pereira will be regulated by a **Public Policy** whose formulation will be under the authority of the Mayor of Pereira in concert with the actors previously mentioned through their authorities and organizations.

ADMINISTRATIVE STRUCTURE

ARTICLE SIX. Coordination. The Secretary of Planning will be responsible for organizing, guiding, and leading the formulation of concerted plans, programs, and projects in order to implement the Culture of Lawfulness Public Policy.

ARTICLE SEVEN. In force. The present agreement will be in force upon the date of its publication.

Of the Honorable Council Members:

ISRAEL ALBERTO LONDOÑO LONDOÑO Mayor

MINISTERIO DE DEFENSA NACIONAL
POLICÍA NACIONAL



DEPARTAMENTO POLICÍA RISARALDA

Pereira, 25 de febrero de 2010

INSTRUCTIVO No. 003 / COSEC – COMAN

**RESPONSABILIDAD COMPARTIDA PARA EL LOGRO DE UNA SANA CONVIVENCIA EN
UN ESTADO SOCIAL DE DERECHO**

La Policía Nacional de Colombia, es considerada una de las Policías mas complejas del mundo; teniendo en cuenta la amplia gama de modalidades y de especialidades para el desarrollo de actividades de protección al ciudadano y de acciones de Seguridad Nacional. La Policía Colombiana proporciona servicios no armados, ejerce funciones investigativas, coercitivas, disuasivas, educativas, culturales y sociales; puede usar la fuerza y ejercer cierto grado de represión del delito pero también desarrollar acciones preventivas. Sin embargo, en vez de representar una desventaja para la prestación del servicio, es una condición que refleja la capacidad de respuesta y adaptabilidad de la Policía frente a la intrincada realidad de Colombia.

Basada en las transformaciones constitucionales, normativas, políticas y sociales, la Policía ha implementado cambios estructurales, procedimentales y conductuales, que han contribuido a la introducción de nuevas prácticas al interior de la institución; practicas orientadas a lograr dos objetivos; estrechar los lazos con la comunidad desde un enfoque preventivo, participativo y proactivo, y fortalecer los principios de solidaridad, civismo, tolerancia, respeto mutuo y convivencia social entre los ciudadanos . Se trata de prácticas que han evolucionado hacia el desarrollo de una filosofía y un modelo de servicio a la comunidad pensando desde las necesidades del ciudadano.

Es así como del desarrollo de los aspectos enunciados se presenta el modelo de vigilancia comunitaria como el servicio básico y esencial que presta la Policía Nacional y que se identifica como el enfoque comunitario y con el que se espera llegar al ciudadano de manera contundente; producto de las transformaciones y que hace parte de la respuesta institucional a las exigencias de los ciudadanos por mayores niveles de participación en las decisiones y actividades publicas que lo afectan. Hace parte también de la tendencia general del Estado

Colombiano de generar y promover mecanismos de acercamiento al ciudadano y de su inclusión en la gestión del Estado.¹

Cultura de la Legalidad se muestra como un gran proyecto multisectorial donde la sociedad civil y el gobierno en conjunto le apuestan al reto de transformar la ciudad en un sitio más seguro, transparente, pacífico y justo. Donde cada ciudadano tiene un rol para construir un estado social de derecho donde las leyes sean establecidas con la participación de todos, se protejan los derechos de todos; y sean aplicadas a todos por igual, independientemente de su condición social y cultural. Desarrollando programas puntuales y acciones para recuperar espacios públicos, mejorar la movilidad, exigir transparencia del sector público y privado, aumentar el número de denuncias, fortalecer la seguridad de los barrios de la ciudad y generar tolerancia y convivencia en los escenarios deportivos.

Podemos observar como con ambos modelos, Vigilancia Comunitaria y Cultura de la legalidad logramos conformar un engranaje que nos permita conseguir un verdadero cambio hacia una mejor calidad de vida para todos los ciudadanos, a través de un trabajo participativo de cultura ciudadana e incremento de la efectividad en la lucha diaria contra todas las formas delincuenciales que afectan la tranquilidad de los pobladores.

La iniciativa conjunta entre la Policía Nacional de Colombia y el Proyecto Cultura de la Legalidad del Centro Nacional de Información Estratégica. Está destinado a desarrollar una policía que fortalezca el estado de derecho y aliente a otros a seguir el ejemplo.²

Mantener este amplio apoyo social al estado de derecho —conocido como *cultura de la legalidad*— requiere de un esfuerzo conjunto entre el gobierno y los ciudadanos. Los policías tienen la responsabilidad de procurar el cumplimiento de la Ley y por ello, se encuentran en la línea frontal de este esfuerzo. Los policías necesitan convertirse en ejemplos para los ciudadanos y mostrar una conducta correcta y dentro de la legalidad al realizar sus tareas; además, es necesario que actúen como promotores del cumplimiento de las reglas sociales y las leyes en la comunidad.

CULTURA DE LA LEGALIDAD	VIGILANCIA COMUNITARIA
Desarrolla una cultura que prioriza la legalidad y la transparencia, como responsabilidad compartida entre los ciudadanos y la policía trabajando en conjunto.	Desarrolla estrategias para garantizar la prestación de un servicio de Policía efectivo, coherente con las necesidades y expectativas de la comunidad y articulado con la política pública.
La seguridad resulta de una cultura que promueva el estado social de derecho**	El logro de la visión institucional de hacer de la policía Nacional una institución confiable, implica cumplir con la prestación del servicio como respuesta al derecho

¹ Cartilla Vigilancia Comunitaria, un modelo de servicio de policía orientado a la comunidad.

² El estado de derecho está basado en leyes establecidas en forma democrática, que protegen los derechos individuales y que se aplican uniformemente

	constitucional de los ciudadanos a la convivencia y seguridad ciudadana, de manera desinteresada y con el máximo nivel de calidad
La policía tiene la responsabilidad de promover una cultura de legalidad. Identifica y busca erradicar los obstáculos que impiden a la comunidad trabajar de la mano con las fuerzas públicas.	La organización integrada e intercomunicada de programas, procesos, procedimientos y formas de participación ciudadana en asuntos propios de la misión institucional conducen a aunar esfuerzos para la solución de problemas de convivencia y seguridad ciudadana bajo el liderazgo de la Policía Nacional
La promoción de cultura de legalidad significa: 1. Lograr que la mayoría de los ciudadanos conozcan la Ley. 2. La mayoría de los ciudadanos respetan y acatan la Ley. 3. La mayoría de los ciudadanos rechazan el comportamiento ilegal. 4. La mayoría de los ciudadanos apoyan la acción de la justicia, especialmente de la policía: denuncian, testifican, comunican.	La Promoción de vigilancia comunitaria es: 1.) articular el trabajo policial de acuerdo a las políticas públicas instauradas y el direccionamiento estratégico institucional 2.) generar vínculos de confianza entre la ciudadanía y la policía contribuyendo a fortalecer el tejido social 3.) generar una cultura de convivencia pacífica en las comunidades mediante acciones educativas, preventivas y de control de los factores de riesgo. 4.) lograr reducir la violencia y el mantenimiento de la seguridad ciudadana como acción conjunta entre autoridades políticas, autoridades de policía y ciudadanía bajo los principios de integralidad, corresponsabilidad y calidad.
Logra impactar la legalidad, la honestidad, y la transparencia dentro de la cultura a mediano y largo plazo.	El sistema de participación ciudadana permite a la Policía fomentar la intervención, facilitarla y proveer canales y formas prácticas para materializarla a través de una serie de iniciativas con el propósito de optimizar el servicio, satisfacer las necesidades y expectativas ciudadanas.
Establecer cuáles son las preocupaciones y prioridades de la comunidad y determinar los obstáculos para lograr una cultura de legalidad.	El objetivo del sistema es contribuir en el mejoramiento de la convivencia y seguridad ciudadana a través de propuestas estratégicas de solución a los factores y causas que inciden en ellas, articulando la participación de actores sociales competentes, mediante procesos que permitan la generación de transformaciones sociales y la promoción de una cultura de autorregulación y de participación activa de la sociedad.
Desarrolla e implementa un plan de supervisión para que los Comandantes de Policía logren: a.) Afrontar los obstáculos que impiden desarrollar una cultura de legalidad: b.) Abordar problemas del delito en conjunto con los ciudadanos en colaboración con las instancias de la justicia. c.) Buscan solucionar problemas de seguridad con énfasis en una cultura del respeto a la Ley y al apoyo a las instituciones de Justicia.	Con el sistema se espera un ostensible mejoramiento del servicio de Policía, de las relaciones con todos los ciudadanos y de las condiciones de convivencia y seguridad del Estado Colombiano

ORDENES DE COMANDO:

COMANDANTES DE DISTRITOS, ESTACIONES, SUBESTACIONES, CAI Y JEFES DE GRUPOS ESPECIALIZADOS (SETRA, SIJIN, SIPOL, APROS, GAULA, POLFA, EMCAR Y DEMÁS ESPECIALIDADES) UNIDADES AGREGADAS, PLANA MAYOR.

- Los señores comandantes y jefes de las unidades en mención, serán los directos responsables del cumplimiento al presente documento; socializar y divulgar el contenido del mismo, al personal bajo su mando, haciendo énfasis en la importancia de la implementación de la vigilancia comunitaria y cultura de la legalidad como aspectos fundamentales que Contribuyan para que los policias sean promotores informados, capacitados y convencidos del estado de derecho, enviando copia de las actas a este Comando con plazo 200310.

Atentamente,



Teniente Coronel ERICK ROLANDO RIVAS GUERRERO
Comandante Operativo de Seguridad Ciudadana

Elaborado por: IT. CRISTINA MAHECHA GIRALDO
Revisado por: TC. ERICK ROLANDO RIVAS GUERRERO
Fecha de elaboración: 25/02/10
Ubicación: VMI's documentos-normatividad-instructivos 2009

BICENTENARIO
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1810 - 2010



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ECSE
ESTUDIOS Y CONSULTORIAS SOCIOECONÓMICAS
Nit. 10.137.756-5

PEREIRA CULTURE OF LAWFULNESS PROJECT

FIRST TECHNICAL REPORT

TEAM SELECTION
AND SAMPLE DESIGN

CARLOS ALBERTO OSORIO DUQUE
Project Director

JUNE 2008



Translation from Spanish to English

Personnel Recruitment and operational organization

After designing the form as agreed upon with the project management team, we proceeded to organize the working team. Team members were selected on the basis of their professionalism and experience in conducting surveys.

Luz Maria Vallejo is the head of the project's operational component. She has worked with ECSE for about two and a half years as the person responsible for the operational coordination of most of our research projects.

Thereafter we proceeded to hire people who have worked with ECSE in the past or who have worked with DANE (the Colombian Department of Statistics), we started by recruiting 2 supervisors, these are:

Zulma Inés Castaño

An economist; she worked at DANE as operational coordinator of micro-business and Consumer Price Index research. She possesses great human and professional qualities.

Carlos Arturo Salazar

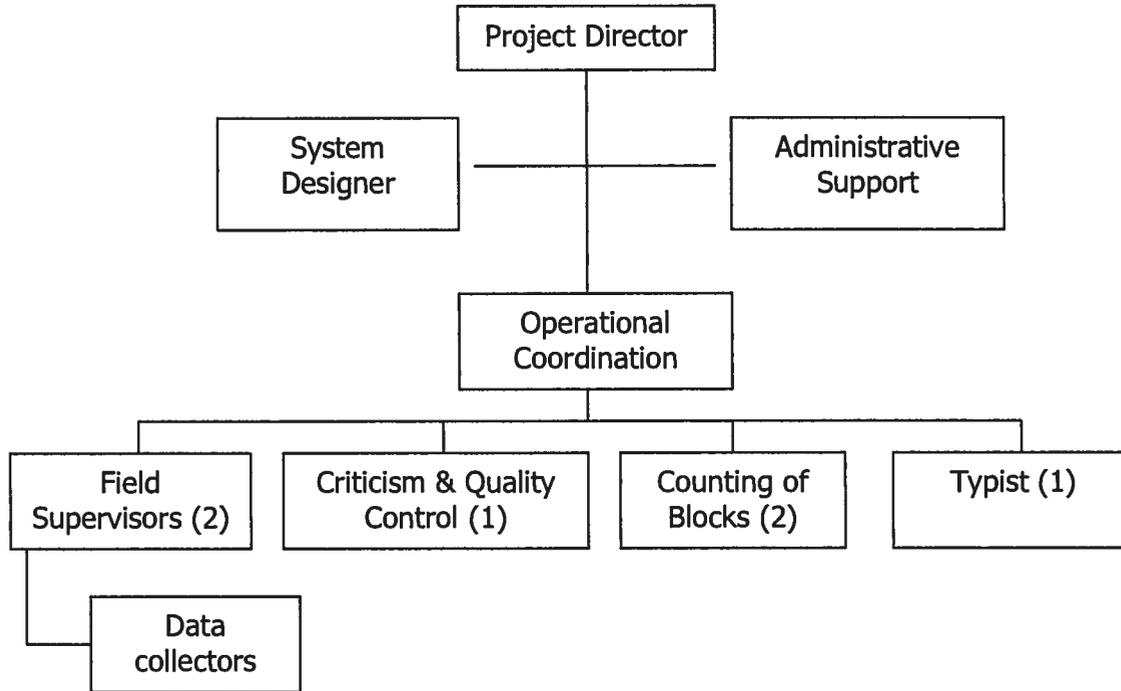
Specialized in foreign trade; he worked at DANE supervising the Household Continuous Survey and as co-researcher at the City Hall Land Observatory and at the Municipal Health Institute.

The hired supervisors acquainted themselves fully with the purpose of the research and the proposed methodological design; they then contributed their input to the data-collection tool, ran the pilot test, and fine-tuned the form.

Interviewers attended a training course on May 30 and 31. Interviewers were recruited from among the résumés of people with experience in interviewing/surveying techniques. We nonetheless also hired a few interviewers who in spite of not having much experience did show a significant ability to internalize the concepts and criteria of the work to be performed, these are:

- Geovanny Osorio Betancourth 24 years
- Derly Joana Rendón 20 years
- Blanca Ruby Martínez 43 years
- Francisco Javier Alvarez 49 years
- Jhoan Ezequiel Bautista 23 years
- Jose Efraín Sanchez 25 years
- David Alfonso Espinosa 58 years
- Diana Lucía Serna 35 years

**PEREIRA CULTURE OF LAWFULNESS PROJECT
ORGANIZATIONAL CHART**



During the training we explained the goal of the research, each question on the questionnaire form was explained in detail, and we discussed the different possibilities that could arise during the field-work under specific circumstances.

Each interviewer conducted two trail interviews, this was the basis for reviewing and revising the questionnaire and for producing the final version of the questionnaire.

During the training we asked each interviewer control questions with the purpose of determining their knowledge of the basic concepts and the methodolglcal design of the study.

Supervision Process

Each supervisor will oversee four interviewers, they will go together to each block to do the work, each supervisor is responsible for:

- Locate in the field the area to be worked according to the sample design daily work load.
- Show interviewers the interior of each block.
- Periodically follow-up on each interviewer, accompany interviewers on interviews to evaluate interviewers' performance in asking the questions, their knowledge of the issue, and their interaction with interviewees.
- Field review of the interviews conducted.
- Correct and return inconsistent information to be reviewed and revised by the interviewer.
- Area coverage control and replacement households or interviewees when applicable.



- Organize the work to be handed in to the office, conduct a pre-criticism or quality control with fine-tuning, codifying, and recording purposes.

Sample Design

Sample Framework:

Comprised of all the urban housing units located in Pereira. For purposes of ensuring total coverage of the city, including newly urbanised areas, we proceeded to update the DANE cartographic maps with the stratification map produced by the Secretary of Municipal Planning to ensure a complete and comprehensive sample. The sample framework is made up by all the city blocks in Pereira and from which the study sample will be taken. The location on the map follows the DANE territorial zoning criteria (SECTOR, SECTION, BLOCK) thus guaranteeing their exact location in the field.

Type of sample:

Stratified Sample:

For the selection of people we proceeded with a stratified sample based on the predominant socio-economic groups, as follows:

- Group 1= Strata 1-2
- Group 2= Strata 3-4
- Group 3= Strata 5-6

See attached socio-economic strata map.

Multi-stage sampling: The process for selecting individual interviewees involved several phases:

First phase: Selection of city blocks that share the group of above-mentioned socio-economic strata.

Second phase: Random selection of blocks inside each strata group, all city blocks have a known probability of being included in the sample.

Third phase: After the field visit to the selected blocks to count the actual number of housing units, these were grouped, for purposes of assigning probabilities, into groups of 8 consecutive housing units of which one group was then randomly chosen to run the survey in all the housing units in that group.

Final selection phase: Once inside the housing unit interviewers ask how many households live there, the main household is chosen in the event that there are several families residing in the housing unit; interviewers then ask about the size of the household, the number of people over the age of 18 and a number is assigned to each one according to their age, once this information is known each interviewer has a table of random numbers to be used in a consecutive manner in each household for choosing the person who will answer the survey

The sample size distribution criteria (1,000) per strata group, was based on the number of urban residential users serviced by the water and sewerage utility company of Pereira per socio-economic strata. The foregoing was decided because of the accuracy and currency of this information and because the strata attribute is directly related to water utility rates and because this information is important to the water and sewerage utility company.

ATTACHMENT SAMPLE OF SELECTED CITY BLOCKS STRATUM 1 GROUP, STRATA 1-2
MUESTRA DE MANZANAS SELECCIONADAS GRUPO DE ESTRATO 1, ESTRATOS 1-2

No.	Sector	Sección	Manzana	No. Teórico de viviendas	Estrato	Observaciones
1	0702	01	11	33	2	
2	0501	06	26	23	1	
3	0501	05	04	12	1	
4	1001	07	16	42	1	
5	0501	11	22	99	1	
6	0202	06	10	16	2	
7	1004	08	17	37	2	
8	0501	08	13	10	1	
9	1001	04	17	28	2	
10	0702	03	17	71	2	
11	1151	01	06	30	1	
12	1001	05	19	14	2	
13	1151	04	02	99	2	
14	1004	05	33	9	1	
15	1001	07	13	36	1	
16	1004	04	24	13	2	
17	0401	07	03	126	1	
18	1005	01	03	17	2	
19	1003	01	12	19	2	
20	1102	06	06	25	1	
21	0201	04	04	17	1	
22	0201	08	20	40	2	
23	1001	09	05	34	2	
24	0201	09	21	42	2	
25	1001	03	03	31	2	
26	0201	01	40	99	2	
27	1003	02	23	36	2	
28	1003	01	16	18	2	
29	1001	07	12	37	1	
30	1003	05	07	36	2	
31	0201	06	37	36	1	
32	1102	04	20	48	1	
33	1004	05	23	17	1	
34	1003	06	06	30	2	
35	1003	01	04	13	2	
36	1151	01	04	23	2	
37	0201	09	04	44	2	
38	0501	03	30	66	1	
39	1102	04	11	61	1	
40	1001	10	01	99	1	
41	1001	06	12	16	2	
42	0201	08	28	48	2	
43	0202	03	07	40	2	
44	1003	03	02	29	2	
45	0203	01	03	30	1	
46	1004	08	10	45	2	
47	1001	08	30	11	2	
48	0101	02	06	22	2	
49	0401	01	24	61	1	
50	0501	02	29	26	1	
51	0501	06	02	10	1	
52	1001	04	33	33	2	
53	1102	05	03	13	1	
54	1150	01	35	99	1	
55	0501	04	24	16	1	



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MUESTRA DE MANZANAS SELECCIONADAS GRUPO DE ESTRATO 2, ESTRATOS 3-4

No. Consecutivo	Sector	Sección	Manzana	No. Teórico de viviendas	Estrato	Observaciones
56	0202	08	18	56	3	
57	0401	01	16	52	3	
58	0901	01	08	95	3	
59	0302	06	03	37	4	
60	0302	08	05	44	3	
61	1101	06	18	96	4	
62	0901	03	09	53	4	
63	0102	01	03	48	3	
64	0401	08	16	30	3	
65	0902	05	09	29	3	
66	1004	07	16	25	3	
67	1002	03	07	20	3	
68	0401	04	02	84	3	
69	0901	02	13	17	3	
70	0102	05	12	37	4	
71	0902	01	19	15	3	
72	0901	04	07	42	4	
73	0901	03	13	44	4	
74	0703	02	20	13	4	
75	1001	01	25	26	3	
76	0101	04	19	59	3	
77	0401	08	06	22	3	
78	0201	07	27	29	3	
79	0602	06	10	44	4	
80	0901	02	05	51	3	
81	0703	02	11	18	4	
82	0401	01	14	58	3	
83	0301	03	07	70	4	
84	1002	05	12	37	3	
85	0202	08	19	54	3	
86	0401	05	01	63	3	
87	0901	03	02	59	3	
88	0902	05	08	23	3	
89	0801	08	25	23	4	
90	0202	09	04	49	3	
91	0201	07	05	50	3	
92	0401	08	12	24	3	
93	0703	05	27	211	3	
94	1101	04	03	19	4	
95	0701	04	20	14	3	
96	0902	01	21	28	3	
97	0801	06	09	18	4	
98	1004	07	27	45	3	
99	0901	04	07	42	4	
100	0102	06	02	47	3	
101	1101	04	14	21	4	
102	0202	07	12	99	3	
103	0901	04	03	31	3	
104	0901	03	08	48	4	



MUESTRA DE MANZANAS SELECCIONADAS GRUPO DE ESTRATO 3, ESTRATOS 5-6

No consecutivo	Sector	Sección	Manzana	No. Teórico de viviendas	Estrato	Observaciones
105	1102	07	19	99	5	
106	0302	06	07	68	5	
107	0801	02	18	99	5	
108	0602	08	01	23	6	
109	0201	02	28	99	5	
110	0302	01	03	49	5	
111	0602	05	15	51	6	
112	1102	07	01	99	5	
113	1102	07	10	99	5	
114	0602	07	19	88	6	
115	0602	09	04	66	6	
116	1101	05	23	24	5	
117	1102	02	05	38	5	
118	0602	03	12	31	6	
119	0801	04	20	79	6	
120	1101	02	01	23	5	
121	0302	06	11	26	5	
122	0801	02	30	99	5	
123	0601	02	06	43	5	
124	1102	09	10	99	5	
125	0602	07	20	25	6	

Enhancing the Rule of Law and Culture of Lawfulness in Pereira, Colombia

Assessing the Impact on Citizens

EXECUTIVE SUMMARY

(A copy of the full report is available from the Culture of Lawfulness Project)

Dr. Dennis Jay Kenney
John Jay College
City University of New York

January 2011

Between January 2008 and November 2010 the Culture of Lawfulness project began a concerted effort to bring together the social and political forces in Pereira, Colombia to present a unified view of the rule of law and the value in promoting a culture of lawfulness. Prior to the implementation of program activities the project contracted with a local research firm in Pereira to conduct a citywide survey of citizens to measure their awareness of the rule of law and culture of lawfulness concepts. In addition, the pretest survey asked respondents' about their own commitment to working toward a lawful society as well as their views about who was responsible for promoting lawfulness throughout their city. Once done, a variety of project activities intended to increase awareness of both concepts while engaging citizens along with city officials in promoting them were developed and introduced. After 27 months of activities, the same research firm was contracted to conduct a similar posttest measurement of the city's citizens. The report that follows is an analysis of that data to assess the project's impact.

In general, the results of the project's efforts appear to have been a success. While there are limitations to the evaluation, comparisons of respondents' views from the two survey periods suggest that two of the project's three major goals were clearly achieved while the third was at least a partial success. Specifically:

1. While only a small portion of Pereira's citizens were familiar with the concepts of Rule of Law (16%) or a Culture of Lawfulness (14%) prior to the project's efforts, by project's end that awareness had grown significantly such that nearly 22 percent were familiar with rule of law and 32 percent with a culture of lawfulness.
 - Beyond a general awareness, most (60%) respondents with knowledge of either concept added that they believed their city leaders were supportive of the lawfulness concepts with more than 40 percent reporting having seen those leaders take active steps to promote them. Respondents from neighborhoods participating in project activities were even more likely to report their leaders' support or having seen positive actions.
 - In addition to added confidence in their leaders, following the program activities respondents' views of support for the lawfulness concepts from nearly all sectors of society – schools, civil society and religion – increased significantly.

Only labor and the business community was unaffected by the project time period.

2. While somewhat unsure of the status of the rule of law in Pereira, the respondents to our surveys broadly accept the view that it's strengthening will improve the quality of life of their city. Further, nearly 90 percent of posttest respondents agreed at least somewhat that they could personally contribute to that improvement.

- Similarly, respondents expressed overwhelming acceptance of the notion (82%) that it was their responsibility to report crimes they observe to the police and consistent, though reduced, agreement (61%) that they must do all they can to assist police in solving crimes and catching criminals.
- Support for the belief that they should actually denounce friends, colleagues and family members involved in crime and corruption was somewhat less certain with only 58 percent still being in agreement. Of concern is that it is the young and lower economic residents who expressed the least support for these responsibilities. Since they are also disproportionately the victims of crime, their views are a challenge for those seeking to build a lawful culture.

3. It is with this third goal of the project's activities that perhaps the most significant positive results were realized. A central and widely accepted element of the creation of a lawful society is the need for police and the community to collaborate on its creation. This collaboration has been characterized by a two-wheeled cart with the analogy that unless both wheels are moving in the same direction at the same speed the cart cannot move forward.

- During both surveys, nearly three-fourths of respondents (73%) indicated their belief that it is important for the community to meet with police and provide their assistance. Few, however, have done so; almost none on a regular basis. Clearly, more will be required in Pereira for officials to act upon residents' availability.
- Perhaps more important, however, was the redefinition of responsibilities for the coproduction of safety and lawfulness that occurred as the project progressed. As a result, with few exceptions by the project's conclusion a significant shift had occurred in the respondents' views about the need for police and citizens to share a role in activities ranging from crime prevention to victim assistance.

The results of the project suggest that considerable gains were achieved in the citywide effort to advance the framework for a lawful culture. While much was learned and areas of additional need were identified, one caveat to the evaluation is important. Because the nature of the project called for an evolution of the project activities that were employed, no evaluation controls were in place for the pre and posttest comparisons. As a result, while the results from the project are both promising and exciting considerable caution remains warranted as the project's efforts more forward.

**CULTURE OF LAWFULNESS
MULTI-SECTOR PROGRAM
Pereira, Colombia**

Qualitative Post Project Report, December 2010

Executive Summary
(A copy of the full report is available from the Culture of Lawfulness Project)

Dr. Maria Eugenia Suarez de Garay*

INTRODUCCIÓN

The following report concerning the Culture of Lawfulness's Multi-sector Program is a result of the qualitative research conducted the week corresponding to November 8-12, 2010. The objective is to gain further insight into the perceptions, viewpoints, ideas, and suggestions of the main actors who have driven and participated in the development and implementation of this Program at the local level.

It is important to establish that this report is not an evaluation. Also noteworthy, is that the fundamental objectives of the qualitative research were:

1. Identify the commitment and motivation levels had by the main actors in this multi-sector experience with the Culture of Lawfulness and Rule of law.
2. Identify the areas that functioned the best throughout this multi-sector experience, with the intention of being able to share strategies, methodologies, and lessons learned.
3. Detect those aspects that require strengthening and offer pertinent ideas and suggestions; develop cooperation and sustainability indicators based on the conversations held with the main actors where they shared their experiences.
4. Share thoughts concerning how to bring about said strengthening in a collective manner when facing future challenges and adversity.

With this report, we seek for the NSIC to attain more tools in order to help visualize and guide along the possible paths of sustainability and the Culture of Lawfulness Program's impact in Pereira, Colombia. Additionally, to offer elements as technical assistants, that permits for the next steps to materialize in an efficient manner, towards the design of an effective program that strengthens and institutionalizes this Latin American experience, which today has become an important Public Policy of the Municipality of Pereira.

* **Dr. Suarez** has a doctoral degree in Social and Cultural Anthropology from the Autonomous University of Barcelona, Spain. She was previously Director of Applied Investigation for Police, Security, and Justice at the Institute for Security and Democracy, A.C. (INSYDE), Colombia.

The phase in which the field study was undertaken was realized between November 8 and 12. Six interviews of government and Police representatives were realized, as well as five interviews of key members of civil society. ¹

Seven discussion groups were created, which included the following sectors: governmental, Police, educational, religious, civil society organizations, mass media, and members of Pereira City Council.

GENERAL CONCLUSIONS

After realizing the fieldwork, some conclusions emerge that look to touch upon the general feedback tendency found in the areas of research.

Knowledge of the Culture of Lawfulness and the Rule of law

Having diverse connotations and conveying feelings associated with specific professional areas of study, and particular fields of knowledge; the fact is that in the multi-sector experience in Pereira, Colombia, one can find a high level of conceptual and theoretical appropriation that transcends, by far, the mere normative sense of the *Culture of Lawfulness* and the Rule of law.

The actors interviewed do not limit themselves to just what is related to respecting the laws or a culture of rights when referring to the Culture of Lawfulness. To the contrary, within this large contemplative group, what most stands out in their perspective are mainly, strong convictions associated with lifestyle, with a way of being, and creating a citizenry. Evidently, and as was shown throughout the Report, and expressed in different forms, a process of reshaping the significance of things which is applied to complex spheres of social life, looks to reconfigure not only matters considered private, but also public. In other words, what it means today to be, and to exercise citizenry, how to foster citizen cohabitation and promote social cohesion, the culture of peace, and a just and democratic society.

In that sense, we must consider as one of the Culture of Lawfulness Program's biggest benefits, the expansive educational wave of knowledge, the internalization and appropriation of a broad, deep, and especially, inclusive, constructive, and democratic vision of the *Program's* founding principles, which aside from favoring the actors' participation, they contribute as motivating elements, the drive behind initiatives and inducements that foment constructive social and human relationships that enhance the multi-sector experience.

Attitudes towards the purpose of the Culture of Lawfulness Program

The participants of this qualitative fieldwork have highlighted various important impacts caused by the Culture of Lawfulness Program. Perhaps it is worthwhile to provide a general summary of those often mentioned throughout the entire exercise.

- The synergy amongst Pereiran society's different actors.
- The current legal framework, which has allowed for the Culture of Lawfulness Program to become an official Public Policy of the Municipality of Pereira.

- The positive impacts had by the strategy of publicizing and the mass media diffusion of the Culture of Lawfulness Program can be seen throughout the city's public spaces and have contributed to the population's familiarity with the topic.
- The progress of the sensitization and awareness raising processes in the various sectors where the different projects deriving from the Culture of Lawfulness Program have been undertaken.
- In different sectors there are similarities in that these processes have been able to impact the drop in the homicide and accident rates. Nevertheless, it is necessary to clarify that, up to the moment, nor the Mayor or any other organization have conducted a study that allows for the establishment of relational parameters between the educational and formative processes that derive from the Culture of Lawfulness Program and the various phenomena related to violence and delinquency. It would be important to obtain the statistics generated by the government institutions in order to understand the mentioned impacts with more precision.

Also noteworthy, and despite the previous comment being more general in character, are the achievements registered in each sector, which were based on specific tasks realized by the actors. What has made a particularly strong impression, are the great efforts made by different sectors (civil society organizations, religious, educational, mass media) to work with the young population. Taking this into consideration, it would be extremely relevant to determine the impact had by the processes undertaken in this first phase amongst these diverse and multifaceted youth groups, for they may serve as ideal promoters of the Program.

Good practices and lessons learned from the Culture of Lawfulness Program

There is no doubt that during these three years there was an incredible mobilization of human energy working towards and in favor of the Culture of Lawfulness Program's success in Pereira. The number of strategies, initiatives, and activities enacted by the different sectors should be impeccably registered; as well as the number of people who participated as coordinators, facilitators, promoters, participants, those that helped propel the processes, and all supporting roles played, would also be extremely relevant. In other words, what is lacking, if it hasn't already been documented, is to understand in a more precise manner, the reach had by this multi-sector experience, in what can be considered a more statistic intensive (quantitative) segment of the report.

The preceding proposition is relevant because the qualitative research found enormous efforts that the sectors have been realizing in order to create ways in which they can insert themselves into the Program, developing creative ways in which to communicate from its work in a Program that also becomes an interesting opportunity.

On the other hand, it is also true that the Program's participants recognize that the experience has been one that has presented them with various difficulties, which we currently need to transform into future challenges. Amongst the notable recurrent difficulties found and lessons learned were:

- The need for better articulation and coordination between the diverse sectors participating in the multi-sector experience; which some consider is a byproduct of the Program's direct association with the Mayor and for this reason it wasn't recognized as a city project.
- The lack of credibility had by State institutions amongst various layers of Pereiran society inhibit the possibilities to participate and associate with the initiatives and activities proposed by these various agencies.

- The Executive Committee's lack of drive and strength as the agency that should be formulating the general guidelines for the Culture of Lawfulness public policy and could serve as an adequate space for the articulation of the diverse sectors participating in the multi-sector experience.
- The informal culture amongst public servants is an obstacle to the promotion of the Culture of Lawfulness, because the citizenry notices inconsistencies between what they preach and what they practice.

Based on the aforementioned difficulties, the participants insist on the need to continue making exerted efforts in the awareness raising and diffusion of the Culture of Lawfulness in order to face the sources of resistance and transform mentalities; said resistance becomes the primary obstacle inhibiting the acquisition of a practical sense of what the Culture of Lawfulness represents in terms of a way of being and acting.

The Culture of Lawfulness Program's continuity and sustainability process

All of the participants from the various sectors contributed many important proposals concerning the Culture of Lawfulness Program's continuity and sustainability. In some cases, the proposals look to strengthen their particular sector, however the following takes note of those commonly found that might help think about the second phase of this important process.

- Activate the Culture of Lawfulness Program's Executive Committee in an imaginative, innovative, and democratic fashion. Convert it into a strategic space that drives the Culture of Lawfulness public policy. That the main objective become converting the program into a city project and define the public policy's guidelines, with an operational and tactical plan with short, medium, and long term visions and objectives.
- Include other sectors into this important Program: Judicial, Parents, Penitentiary, Social development, Family Wellbeing, and Healthcare.
- Develop a solid, and well-articulated Culture of Lawfulness sensitization and awareness-raising program amongst the different sectors, that way initiatives and activities are not repeated.
- In a consensual fashion, establish the NSIC's presence, for the sectors strongly desire more NSIC presence during the second phase.
- Define a proposal that can solve the budgetary issues, since it is one the primary concerns mentioned by all of the participants of the qualitative research conducted. In this sense, perhaps new sources such as international cooperation (aid) can be considered.

In any event, the continuity and sustainability process should be designed, planned, and organized in a strategic manner so that it may be operational and the Program can be viable in its effectiveness and aligned with the Municipality of Pereira's public policy.

Prospective vision of practical incidence

In Pereira, Colombia, an important journey has been taken. Today we can affirm that the Culture of Lawfulness Program, implemented with the help of many actors, has become a successful case and demands to be held as an example of the good practice of promoting and diffusing the Culture of Lawfulness and the Rule of law.

The participants of this qualitative research are critical of their personal experience and clearly understand the challenges that await them; they have planted large seeds and a long road awaits until the fruits of those efforts can be reaped. The truth is, as they point out, that there isn't a lack of collective will to

continue along this path, they must gain experience, work together, reactivate synergies, and especially, rebuild and reinvent the deep seeded significance of community in order to regain a social perspective. They believe in the Culture of Lawfulness and works towards it, as a way in which they may rebuild their community.

Today in Pereira, the mentality of "being lawful is good" exists. The future obligates us to enthusiastically put into practice what it signifies and to what end it serves to be good in a community such as Pereira. They work to this end and should work harder.

GOVERNMENTAL SECTOR SUMMARY OF CONCLUSIONS

- *There is a clear spike in the understanding of what Culture of Lawfulness signifies, which transcends the normative connotation. Emphasis is made to the actions, which stimulate the respect for others, healthy cohabitation, and a civic culture.*
- *The motivation of the leaders is related with the potential opportunities that the Program represents in the crystallizing of a group of ideals that brokers the renovation of government duties and an innovative approach to public management.*
- *The capacity the Program has had in mobilizing diverse institutional sectors.*
- *The overall strategies put into action by way of mass media outlets and publicity in order to diffuse the central message and reach important layers of the population.*
- *The active participation of the citizenry in the culture of reporting crimes that has positively impacted the drop in crime rate, specifically the homicide and accident rate.*
- *Changes in the educational community's approach.*
- *Synchronized work towards the recuperation of public areas such as the Parque La Libertad.*
- *A legal framework has been consolidated for the Culture of Lawfulness Program's continuity as one of the primary public policies of the Municipality of Pereira.*
- *A good turnout to the initial gathering convoked, but since then, such a solid participation has yet to be convoked.*
- *The Executive Council did not have the required power or the presence needed to play the strategic role in terms of leadership and communication amongst all of the actors participating.*
- *It is necessary to reach greater consistency within the culture of public servants.*
- *A series of propositions to compliment those of NSIC towards the development of the multi-sector Culture of Lawfulness experience in Pereira are included for consideration.*
- *It is necessary to activate the Executive Council with clear objectives in order to assure the Culture of Lawfulness Program's continuity and sustainability.*
- *Other sectors of society that did not participate very actively in this first phase must be incorporated.*
- *The creation of a budgetary foundation and the need to strengthen not only the conviction for a Culture of Lawfulness amongst public servants, but also the skills and abilities which allow for their work to be carried out within its framework, are fundamental.*
- *A solid, overwhelming strategy with strong diffusion must be continued.*
- *The government sector agrees in that a great effort has been made. Pereira is not the same it was three years ago. A good practical approach is in its early stages but there is still a lot of work to be done.*

PEREIRA CITY COUNCIL SECTOR SUMMARY OF CONCLUSIONS

- *In this sector there is a broad and profound comprehension of the Rule of law and the Culture of Lawfulness, with special emphasis placed on formative and educational processes.*
- *Pereira's City Council has participated in many activities due to the drive and impetus Mayor Israel Londoño has provided to the Program.*
- *Up to the moment, the most important achievement has been Agreement 23, whereby the Culture of Lawfulness is established as an official public policy of the Municipality of Pereira, which emphasis is placed on the educational realm.*
- *For Pereira's City Council the Culture of Lawfulness's greatest impact on the community are found in the following: the synergy amongst the many actors and having been able to covert the Program into public policy.*
- *The greatest difficulties identified: lack of institutional credibility, lack of resources, some sectors lack ideological concepts, and the lack of communication amongst the different sectors.*
- *For Pereira's City Council, the educational efforts are very important.*
- *This is what is needed in order to achieve the continuity and sustainability of the Culture of Lawfulness Policy and Program: its articulation, social manifestation, the evaluation of its results and its projection.*
- *With respect to role the NSIC plays as technical assistants, the participants of the Pereira City Council believe that they should have greater presence in the operational processes.*
- *Within the Pereira City Council there is a clear understanding that in order to achieve a practical incidence in the Culture of Lawfulness field a much more coordinated effort is required of the different institutions, which makes up Pereira's society and all of its actors.*

EDUCATIONAL SECTORSUMMARY OF CONCLUSIONS

- *The participants of the educational sector take on the topic of Rule of law and Culture of Lawfulness at a high level of understanding, particularly with a level of personal commitment and in their highly singular educational and pedagogical practice.*
- *The personal motivation to continue working within the Culture of Lawfulness Program is a very important component and has a great deal of weight amongst this group of participants.*
- *The educational sector highlights that the impact had by the Culture of Lawfulness Program on Pereiran society is fundamentally reflected in the awareness raising process.*
- *For the educational sector, the impact observed and that continue to be evidenced in the educational realm is very important.*
- *The difficulties found in the educational sector in the implementation of the Culture of Lawfulness Program throughout these years, are associated with the resistance found within the industry.*
- *The take the participants have on the Culture of Lawfulness public policy in the Municipality of Pereira is extremely relevant because it speaks of the lack of clear courses of action, precisely in terms of public policy -sparing the redundancy-.*
- *The participants of the educational sector are very critical of the lack of coordinated and inter-sector efforts in the Culture of Lawfulness Program.*
- *For the representatives of the educational sector, the Executive Council might be the adequate space to foster greater efforts of coordination and articulation amongst the different sectors participating in the multi-sector experience.*
- *The role and presence of the NSIC looks to be very relevant in terms of the Culture of Lawfulness Program's continuity and sustainability.*
- *When thinking about the inclusion of other sectors, the professors made particular note of the participation parents should have.*
- *The group of teachers coincides in that the foundation or seeds for a civic revolution in Pereira, based on the Rule of law and Culture of Lawfulness, have been planted.*

**POLICE SECTOR
SUMMARY OF CONCLUSIONS**

- *In the Police sector, the concepts of Rule of law and Culture of Lawfulness are very evident due to the Police socialization process, where the seal of a strong institutional identity is present.*
- *In terms of their motivation, the participants of this sector highlight the importance of their participation in the Culture of Lawfulness Program, which has contributed to their performance as Police officers and in their engagement with the communities.*
- *And concerning the greatest impacts that they associate with the Culture of Lawfulness Program, they include: the diffusion of the "Legal Hangout"; drop in crime rate; changes in the community; their acceptance amongst the people.*
- *The issue of congruency between what is preached and what is practiced amongst public servants is important and a point of concern.*
- *The contribution that the Colombian National Police has made towards the Culture of Lawfulness Program has been very important because they have participated in the mass media.*
- *The difficulties observed in the applicability of the Program in other sectors of Pereiran society are related to the contact they have had with the communities.*
- *Based on the problems detected, the Colombian National Police has been developing programs linked to the Culture of Lawfulness in order to work with the youth.*
- *Throughout this sector's participation, they were asked to provide thoughts concerning the similarities, compatibilities, and differences between this model and its purpose, from the viewpoint of the Culture of Lawfulness Program's Action Plans.*
- *In order to achieve the Culture of Lawfulness Program's continuity and sustainability, the participants of the Police sector believe that it is fundamental that some sectors of society that did not participate in the first phase of the Program, participate actively.*
- *Amongst the propositions made by the participants of the Police sector in order to provide sustainability to the Program, some suggestions transcend the local realm.*
- *One of the strategies the Police officers insisted upon, which should be included as a part of the Culture of Lawfulness Program's sustainability process are those associated with the recognition of the citizenry's needs and the required articulation between different municipal services to resolve the former.*
- *The Police officers coincide in that many efforts have been made in terms of sensitization and raising awareness, but more needs to be done in the procedural area.*

RELIGIOUS SECTOR
SUMMARY OF CONCLUSION

- *The religious sector has been realizing an important effort of relational thought in order to articulate the deep-rooted sense of the Culture of Lawfulness along with its own religious ideology.*
- *With respect to the motivations had by the participants of this sector, they appeal to their religious convictions and faith.*
- *In the religious sector, unlike any other, much emphasis was placed on the context and the problems the communities face and deal with. It deals with communities with serious safety, violence, and delinquency problems.*
- *For the religious sector, one of the greatest achievements resulting from the Culture of Lawfulness Program is the synergy that has been reached amongst different participating actors.*
- *Their perspective of the Culture of Lawfulness Program as a multi-sector program was asked of them. Since the sector in question has high levels of incidence in the field, very contrasting positions were held.*
- *The religious sector has initiated many activities with youth groups that find themselves in vulnerable situations.*
- *One of the positive things that the religious sector attributes to the Culture of Lawfulness Program is its managerial capacity.*
- *Some of the difficulties found have to do with the fact that many churchgoers are constantly distancing themselves from the Parish or do not practice their faith as regularly.*
- *Other difficulties rest in the hands of some of the religious actors themselves, who at times resist incorporating Culture of Lawfulness issues into their religious activities.*
- *In order to continue positively pushing the Culture of Lawfulness Program in its communities, the participants of the religious sector consider it important to improve the institutional coordination efforts amongst its many participating agencies.*
- *Along with the prior point, they propose that the NSIC's presence, through its coordinators, be greater.*
- *To push the process of continuity and sustainability of the Culture of Lawfulness Program within the communities, they propose focalized strategies strongly linked to the religious sector.*
- *From the religious sector's perspective, the Culture of Lawfulness Program has made significant improvements to the City of Pereira in terms of raising awareness, however they consider that there are layers of the population that still do not know what the Culture of Lawfulness is.*



NONGOVERNMENTAL ORGANIZATION SECTOR SUMMARY OF CONCLUSIONS

- *In the civil society organization sector, the concept of the Rule of law and Culture of Lawfulness is linked to specific activities that are realized as an organized civil society.*
- *The motivation the participants of this sector have had in their promotion of the Program is related to the empathy they have with the causes that have called them to socially mobilize.*
- *The Culture of Lawfulness Program's impact can be considered from a general perspective as well as others linked to specific tasks that are realized in a particular manner and according to the respective duties of each organization.*
- *As an assertive practice, they underscore the articulation efforts put forth by the Culture of Lawfulness Program.*
- *In this group of participants, the perspectives regarding the role performed by the Mayor were diverse and in some cases, quite radical.*
- *The civil society organization sector, despite being vital to the Culture of Lawfulness multi-sector experience, does not find itself completely articulated within it.*
- *A fundamental aspect of the multi-sector experience is precisely the government-civil society relationship, where the origins of the organizations are diverse, however usually not satisfactory.*
- *For the civil society organization participants, one of the most important strategies in the continuity and sustainability process is the articulation between the public entities in order to continue working in some areas of the city in a focalized manner.*
- *The civil society organization sector insists that there must be a more systematic sensitization effort on the part of public servants, but to also include members of the organizations, in terms of Culture of Lawfulness and Rule of law.*
- *For the participants of this sector, NSIC can play a strategic role in contributing towards the generation of more and improved articulation between the civil society organizations.*
- *With respect to the perspective the civil society actors have of the future and major impacts in the field of practice, they consider that, despite having made progress in the raising of awareness, much work remains.*

ENDNOTES

¹ In depth interviews

- Israel Londoño, Alcalde de Pereira.
- Jairo Ordilio Torres, Secretario de Planeación de la Alcaldía de Pereira.
- María Luisa Echeverri, Coordinadora del Departamento de Educación Vial del Instituto Municipal de Tránsito.
- Mario Cuervo, Coordinadora Asignado por la Alcaldía de Pereira para el Programa de Cultura de la Legalidad.
- Coronel Eric Rolando Rivas, Comandante Operativo de Seguridad Ciudadana del Departamento de Policía de Risaralda.
- Patrullero Miltón Melo, Conductor del Programa "Parche Legal" de la Radio Policía Nacional de Colombia.
- Andrés García, director de comunicaciones de la compañía UNE.
- Jimmy Abello, miembro de la Mundos Hermanos, A.C.
- Germán de Jesús Moscoso, sacerdote católico.
- Juan José López, director de la Red Preventiva Juvenil.

Álvaro Cabrales, responsable de agenda gubernamental de ATESA Occidente

Focus group participants

► Gubernamentales

- Xiomara Caicedo, Subsecretaria de Planeación y Calidad Educativa de la Secretaría de Educación de Pereira.
- James Andrés Herrera, Director de Tránsito de la Alcaldía de Pereira.
- Ana Patricia Pérez Castaño, Área Social del Área Metropolitana Centro Occidente.
- María Eugenia Estela, Encargada de la Oficina de Gestión Social de Megabus, S.A.
- Julio Bayona, Director de Comunicaciones de Megabus, S.A.
- María Luisa Echeverri, Coordinadora del Departamento de Educación Vial del Instituto Municipal de Tránsito.
- José Mario Giraldo, Director del Instituto de Cultura.
- Omar Osio, Secretario de Gobierno.

► Policial

- Diana Cristina Romero Soto, encargada de la Policía de Infancia.
- Teniente Salamanca, encargado de cuadrante/sector.

► Educativo

- Lorena Valenzuela, Coordinadora de Cultura de la Legalidad de la Secretaría de Educación de Pereira.
- Esther Giraldo, Docente de Escuela Femenina del Centro de Pereira.
- Martín Sammy, Docente.
- Alejandra Alzati, Docente del Colegio Comunitario de Cerritos.
- Marta Lucia Correa, Docente del Instituto Educativo Alfredo García.

► Religioso

- Héctor José Cardona, evangelizador de la Comunidad de la Parroquia de Guadalupe en Dos Quebradas.
- Padre Céspedes, vicario de educación y cultura de la Diócesis de Pereira.
- Lina Molina, docente y cristiana en Dos Quebradas, en el barrio Bosques de la Colega.

-
- Marcial Marmolejo, pastor para la Unión Misionera de Colombia.
 - Lucía Teresa Cardona, Coordinadora de la Asociación de Iglesias Cristianas.

► Organizaciones de la Sociedad Civil

- Ana Cristina Gálvez, Directora de SANAR.
- Víctor Giraldo, Red de Apoyo del Café.
- Carlos Alberto Arnao, Secretario de la Red de Apoyo del Café.
- Marcela Ramírez, Coordinadora del Área de Educación (Comfamiliares)
- Ana Milena, Coordinadora de Analistas de la Asociación "Vida y Futuro".
- Elkin, miembro de la Red Alma Mater.

► Medios de Comunicaciones

- Patricia Zorro, comunicadora social y periodista independiente.
- Juan Carlos Sánchez, director de la emisora de interés público "Pereira al aire".
- Juan Alberto Rivera, periodista del Diario de Otún.
- Ramón Alberto Marín, periodista del Canal CNC, de la empresa Global.

► Consejo Municipal de Pereira

- Hernando Arcila Duque, Presidente del Consejo Municipal de Pereira.
- Carlos Olivares Santos, Líder del Programa de Cultura de la Legalidad.

Equipo de las Unidades de Apoyo Normativo (Juan, Juan Carlos, Maribel, Javier, Juan Jaime, Joan, Doctora Diana).