CENTRAL AMERICA REGIONAL SECURITY INITIATIVE TECHNICAL SUPPORT SERVICES FINAL REPORT

CONTRIBUTING TO A SAFER AND MORE SECURE REGION

November 29, 2012

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EXECUTIVE SUMMARY

The countries of Central America share many common challenges, and the roots of crime and violence in their societies are quite similar. To help USAID and other agencies working to change this reality under the Central American Regional Security Initiative (CARSI), the Technical Support Services (TSS) project provided support and technical expertise to identify best practices and foster exchange and learning on crime and violence prevention in the region. The results of this work were critical to helping CARSI partners and implementers better understand and collaboratively address the serious challenges facing Central America.

The U.S. experiences CARSI TSS shared through conferences, technical assistance, and subject-matter expertise — including those of the Los Angeles mayor's office, the Gang Reduction and Youth Development Foundation, and CeaseFire — are having a profound impact on USAID program design and implementation. The methodologies these organizations shared are being field-tested for possible adaption, and some are being independently incorporated into host-country government efforts and civil society initiatives in Honduras and El Salvador. USAID/Honduras has used the CARSI TSS juvenile justice assessment (Annex G) to contribute to national policy dialogue and engage other donors in discussion about and possible support for a system of restorative justice in Honduras.

In 26 months, this small, strategic project contributed substantially to raising awareness and generating information on youth and crime prevention programming in Central America. The project team and subject-matter experts completed 12 discrete activities, from large events such as the Honduras Building Safe Communities Learning Exchange to applied research that provides a theoretical framework for improved CARSI programming. CARSI TSS fully achieved its objective of providing professional, high-quality, and timely support to USAID's youth crime and violence prevention activities under CARSI. The effects of this project's work will continue to grow as the results of its work are further documented and disseminated.

CHAPTER ONE
PROJECT BACKGROUND

Crime and violence reached catastrophic levels in Central America as the region experienced a confluence of organized crime, narcotics and arms trafficking, and youth gangs. The "northern triangle" countries of El Salvador, Guatemala, and Honduras have some of the highest homicide rates in the world. This deterioration of public safety has eroded citizen confidence in democratic governance and undermined the region's development efforts.

To address these problems, the U.S. government launched CARSI, a multifaceted security assistance package, in coordination with its partners in the region. The initiative had the following objectives:

- Break the power and impunity of criminal organizations
- Improve the capacity of justice systems in the region
- Strengthen border, air, and maritime controls
- Curtail gang activity and diminish the demand for drugs in the region

Originally developed as part of the Mérida Initiative in fiscal year 2008, CARSI took a broad approach to the issue of security, funding activities to support U.S. and Central American security objectives. Its activities strengthen government institutions' capacity to address security challenges and the economic and social issues that contribute to those challenges, such as poverty, inequality, and unemployment. According to a February 2012 Congressional Research Services report, the U.S. Congress had appropriated $466.5 million for Central America through Mérida/CARSI since 2008.

In the countries of Central America, a number of common factors influence violence and homicide trends: easy availability of guns, unplanned urbanization, a high proportion of youth, persistent poverty and high inequality of incomes, proliferation of gangs, a legacy of armed conflicts and violence, and organized crime and drug trafficking. According to the World Bank, drug trafficking was the main factor in rising violence levels, including gang violence, in the region. Underlying the rise of gangs, a "culture of violence" also enables, fosters, and legitimizes the use of violence in interpersonal relationships.

Given Central America's proximity, its instability presents a significant threat to the United States. Recognizing the shared roots of crime and violence in the countries of Central America and the inflow of CARSI funds since 2008 to address these common issues, USAID designed CARSI TSS to be a platform for sharing information, experiences, and best practices and to assess programs and provide expertise on the prevention of youth crime and violence. This project enabled USAID and the other U.S. agencies involved in CARSI programming to share information and improve their

interventions, implement best practices and collaborative efforts across countries, and incorporate lessons from successful programs in the United States.

In two years, CARSI TSS contributed substantially to raising awareness and increasing the flow of information about youth and crime prevention programming in the region. The project team provided USAID with a rich package of assistance, such as international seminars on successful models and research on public-private partnerships, which contributed directly to CARSI objectives and supported in-depth analysis, dialogue, and programming to maximize USAID resources.

This report describes the project's main activities and achievements, organized by the three categories in the CARSI TSS scope of work, summarized below and detailed in Chapter Two.

A. Subject-Matter Expertise

Subject-matter experts provided technical services to USAID/Washington and USAID field missions in Central America.

- *Public-Private Partnerships for Crime and Violence Prevention: Research Report.* Subject-matter expert Elizabeth Gozzer conducted research in Panama and Guatemala on private sector support for crime prevention. See page 6 for a summary and Annex A for the full report.

- *Community Policing in Central America: The Way Forward.* Subject-matter expert Gerard Martin conducted research in El Salvador and Guatemala on community-based policing in crime prevention. See page 7 for a summary and Annex B for the full report.

- *Situation Assessment – Restorative Juvenile Justice and Youth Violence Prevention: The Nicaragua Experience.* Subject-matter expert Victor Herrero Escrich conducted research on juvenile justice and alternative sentencing in Nicaragua. See page 8 for a summary and Annex C for the full report.

- *Promoting Public-Private Partnerships in Honduras and Guatemala.* Guillermo Cespedes, the deputy mayor of Los Angeles, traveled to Honduras and Guatemala in June 2012. He met with local stakeholders and USAID representatives to discuss options for public-private partnerships for youth crime and violence prevention, based on successful experiences in Los Angeles. See page 9 for a summary.

- *Adaptation of the CeaseFire Model for San Pedro Sula, Honduras: Pre-assessment Report.* Through a subcontract with CeaseFire Chicago, part of the School of Public Health at the University of Illinois, CARSI TSS supported an initial feasibility assessment for adapting CeaseFire Chicago's unique "interrupters" model to the Honduran context. See page 9 for a summary and Annex F for the full report.

- *Developing and Implementing a System of Restorative Justice in Honduras.* International juvenile justice expert Thomas Boerman and local juvenile justice expert Jorge Valladares conducted a 10-day assessment on restorative juvenile justice in Honduras. See page 10 for a summary and Annex G for the full report.

- *The Gang Reduction and Youth Development Youth Services Eligibility Tool/Secondary Prevention Model Report on Adaptation and Transfer to CARSI Countries.* CARSI TSS subcontracted with the Los Angeles-based Gang Reduction and Youth Development Foundation for a preliminary assessment of adapting its Secondary Prevention Model to Central America. The foundation has a comprehensive strategy for reducing gang violence that develops responses to key risk factors using guiding principles and concepts from family systems theory to guide practice. See page 12 for a summary and Annex H for the full report.

- *The Dilemma of Chronic Violence: Effects on Social Relations, Human Development, Citizenship, and Democratic Development, and the Challenge and Recommendations for Public Policy, Social Action, and Research.* CARSI TSS partnered with subject-matter expert Tani Adams to examine the concept of resiliency and mechanisms that enable people to transcend the effects of chronic violence in light of CARSI programming. See page 13 for a summary and Annex I for the full report.

B. Conferences

CARSI TSS conferences and workshops convened USAID staff, implementing partners, and interested third parties in Washington, D.C., and in the field to discuss challenges, share best practices, and foster collaboration.

- *CARSI Stakeholder Workshop.* In Washington, D.C., in November 2010, the project held an interagency stakeholders' conference. See page 17 for a summary.

- *Successful Models and Approaches on Youth Development and Crime Prevention: A Conference on Citizen Security.* The project organized logistics for a conference that highlighted crime prevention initiatives that are underway in the Americas. Co-sponsored by USAID, the Organization for American States, and the U.S. Department of State, the conference took place on June 28, 2011 in Washington, D.C., with 350 people in attendance. See page 17 for a summary and Annex D for the full report.

- *Building Safe Communities Conference Report – San Pedro Sula, Honduras: March 28-29, 2012.* CARSI TSS held a two-day learning exchange on crime and violence prevention in San Pedro Sula, Honduras. More than 250 participants from Central America, South America, and the United States attended this event, which featured keynote speeches by distinguished guests such as the president of Honduras and the American ambassador to Honduras. See page 18 for a summary and Annex E for the full report.

C. Technical Assistance

The CARSI TSS project team designed, wrote, and produced documents for internal use and public relations, and provided advice and technology services to enhance e-government information and dissemination. A major element of this technical assistance was the design of the CARSI website, which housed CARSI TSS reports and served as a clearinghouse for other CARSI resources. See page 21 for a summary.

CHAPTER TWO

SUMMARY OF ACTIVITIES AND ACHIEVEMENTS

A. Subject-Matter Expertise

A1. Public-Private Partnerships for Crime and Violence Prevention: Research Report

From January 30 to February 12, 2011, subject-matter expert Elizabeth Gozzer conducted research in Panama and Guatemala on private sector support for crime prevention.

Several USAID programs in Central America have been working on violence and crime prevention and citizen security, and USAID is looking at the private sector a potential mechanism for making these efforts sustainability. The goal of Ms. Gozzer's research was to explore how to motivate the private sector to invest more in violence and crime prevention and citizen security. Her work also sought to identify the model that would be most attractive to the private sector — public-private partnerships, alliances, networks, philanthropy, or volunteering — and what type of organization or organizational support would best motivate investment.

Ms. Gozzer met with stakeholders in Colon, Guatemala City, and Panama City, who had been identified by the USAID CARSI coordinator and the USAID missions for Panama and Guatemala. Most interviews were with leading private sector companies, including Grupo Motta, Empresas Bern, and Walmart of Mexico and Central America. She also met with USAID mission personnel; implementers of USAID violence prevention programs such as the Youth Alliance and *Alcance Positivo* programs; local corporate social responsibility groups SUMARSE, STRATEGO, and CENTRARSE; and representatives from the governments of Guatemala and Panama representatives.

Interview questions for private sector leaders focused on each organization's social engagement level and outcomes and its motivations for investing in citizen security and violence and crime prevention programs. Ms. Gozzer asked about the role of other stakeholders in motivating private sector involvement, and about the private sector's role in sustainability for social development programs.

Research indicated the need for a portfolio that includes a mix of short-term, medium-term, and long-term initiatives, as well as primary, secondary, and tertiary prevention interventions that address root causes. Such a portfolio would include public-private partnerships that support the following:

- School-based violence prevention programs, life-skills training and strengthening, primary and secondary education, employment training, and education and employment opportunities, specifically for girls of reproductive age.

- Well-rounded family programs that address malnutrition, communication and conflict resolution, income generation, gender issues, and family and gender violence.

- Culture, sports, and arts programs and opportunities for children, youths, and parents.

- Identification of workforce needs and demand-driven training to prepare youth to fill those jobs.

- Market and economic growth and lasting relationships with all stakeholders to foster the sustainability of any effective initiative.

In June 2011, the CARSI TSS project team finalized the research report, "Public-Private Partnerships for Crime and Violence Prevention" (see Annex A) and translated it into Spanish.

A2. Community Policing in Central America: The Way Forward

From January 17 to 28, 2011, subject-matter expert Gerard Martin traveled to El Salvador and Guatemala to conduct research on community-based policing in crime prevention initiatives. He was accompanied by John Buchanan, USAID's senior policing advisor. Their purpose was to assess current U.S. government support for community policing in Central America and offer recommendations for increasing the effectiveness of community policing initiatives. The research focused on the elements of successful community policing initiatives, as well as factors that hinder success, and sought to identify best practices that could be replicated in the region.

Mr. Martin conducted interviews with key stakeholders, including USAID mission personnel, USAID program implementers, and government agencies, most notably with representatives of the police force.

In Guatemala City, Mr. Martin met with USAID staff and representatives from the Narcotics Affairs Section of the U.S. Department of State's Bureau for International Narcotics and Law Enforcement Affairs, which implements the Model Precinct Program. Additionally, he conducted site visits to programs implemented under USAID's Crime Prevention Program, including an outreach center in Santa Isabel Villa Nueva, a "safe schools" (*escuelas seguras*) project, and a technology center operated by Grupo Ceiba. Mr. Martin met with a mayor, members of the Police Reform Commission and the Instituto de Estudios Comparados en Ciencias Penales de Guatemala, and a civil society group, Madres Angustiadas.

In San Salvador, Mr. Martin met with USAID mission staff, Narcotics Affairs Section representatives, USAID program implementers, and directors and students of the leadership program at Escuela Superior de Economía y Negocios, a private university

offering a two-week, USAID-funded training program for mid-level officers from the National Civilian Police. Mr. Martin also interviewed key police officials, including the national police director, the public security deputy director, and community stakeholders.

During the interviews, Mr. Martin asked about the funding sources and timelines of community policing programs, factors that determine project locations, and the phases of implementation. He also asked about program evaluations, lessons learned, and how the approaches in El Salvador and Guatemala differed from other initiatives in the region.

The interviews revealed that USAID programs and those of the Bureau for International Narcotics and Law Enforcement Affairs are helping to mitigate problems caused by a malfunctioning police organization in Guatemala. In El Salvador, interviews revealed that USAID's programming is comprehensive and aligned with the Salvadoran government's policies and national strategy. The research also indicates, however, that lack of coordination among USAID programs and other donors and with the Narcotics Affairs Section limits the sustainability and effectiveness of crime prevention programs. Moreover, programs used homicide rates to identify target locations and measure impact, but basing impact on homicide rates alone fails to capture the impact of crime prevention programs on other forms of crime — and on community perceptions.

Mr. Martin's research generated a list of key elements for successful replication of community policing and crime prevention programs in the region:

- Increasing buy-in for crime prevention at the municipal level, because this is where service delivery and policing occurs

- Supporting institutional reform and national priorities

- Improving coordination among and within agencies and among international donors

- Measuring baselines and impact using a variety of instruments that accurately capture conditions, perhaps through crime observatories

- Engaging the private sector, media organizations, and academia to diffuse studies and resources

- Recognizing how crime dynamics affect crime prevention programs

In June 2011, the project team finalized the research report (see Annex B) and translated it into Spanish.

A3. Situation Assessment: Restorative Juvenile Justice and Youth Violence Prevention — The Nicaragua Experience

From May 1 to 14, 2011, Victor Herrero Escrich conducted research on juvenile justice and alternative sentencing in Nicaragua and El Salvador, accompanied by John Orlando from Swiss NGO Terre des Hommes. Their purpose was to assess juvenile justice reform

initiatives in Nicaragua, where the restorative juvenile justice program implemented by Terre des Hommes is seen as a successful model with potential for replication. They also documented USAID experiences carrying out juvenile justice in the Northern Triangle and proposed recommendations for future interventions. Their work generated the following recommendations for juvenile justice programming in Central America:

- It is necessary to focus on preventive actions, projects, and programs, in conjunction with the relevant institutions and with the participation of civil society and the community.

- The most vulnerable youths and adolescent girls should receive special attention.

- Institutional strengthening and coordination are necessary, especially in reference to institutions that have been considered low-priority or completely overlooked within the system. In particular this includes prosecutors, defenders, multidisciplinary technical teams, and agencies that implement alternative measures.

In June 2011, the project team finalized the research report, "Successful Models and Approaches on Youth Development and Crime Prevention," in Spanish and English (see Annex C for the English version).

A4. Promoting Public-Private Partnerships in Honduras and Guatemala

Guillermo Cespedes, deputy mayor of Los Angeles, traveled to Honduras and Guatemala in June 2012. He met with local stakeholders and USAID representatives to discuss options for public-private partnerships for youth crime and violence prevention, based on successful experiences in Los Angeles. CARSI TSS fielded Mr. Cespedes and helped cover meeting expenses during his visit, later subcontracting the Gang Reduction and Youth Development Foundation, affiliated with the City of Los Angeles, to conduct a pre-assessment for adapting the foundation's Secondary Prevention Model to Central America. The report in Annex H offers more detail on this initiative.

A5. Adaptation of the CeaseFire Model for San Pedro Sula, Honduras

Through a subcontract with CeaseFire Chicago, which is part of the School of Public Health at the University of Illinois, CARSI TSS supported a feasibility assessment for adapting CeaseFire Chicago's "interrupters" model to the Honduran context.

An interdisciplinary approach to violence prevention, CeaseFire maintains that violence is a learned behavior that can be prevented using disease control methods. The model applies elements of disease control methodology to the issue of violence. CeaseFire's approach to violence focuses on the people or groups who are at highest risk for initiating violence or being a victim of violence. Highest-risk participants are those who meet criteria based on age, are involved with street organizations, engage in activity associated with violence, and are recent victims or are close to a recent victim of violence. CeaseFire participants are typically beyond the reach of conventional services.

CeaseFire's system intervenes in conflicts likely to result in violence and escalate, promotes and provides training in nonviolent alternatives, and, ultimately, shifts community norms. First, CeaseFire's violence "interrupters" monitor the pulse of their community and are trained to detect who has a grievance and might be thinking about or planning a violent event. Second, CeaseFire engages outreach workers to change participants' thinking about violence and level of risk for violence by directing them toward more positive paths and connecting them with longer-term social services. Third, CeaseFire works at the community level to change overall norms.

In Honduras, two members of CeaseFire Chicago's team conducted a two-week pre-assessment of the potential application of the CeaseFire model, meeting with groups in Tegucigalpa and San Pedro Sula. CeaseFire met with U.S. government representatives and other donors and implementers in Tegucigalpa, gaining an overview of the country-wide situation. Because San Pedro Sula was the pilot city for possible adaptation, CeaseFire's team met with groups there.

The CeaseFire team met with groups USAID/Honduras had identified as potential partners. CeaseFire also took a lead role in supporting USAID in the design and execution of a workshop in San Pedro Sula to present the model to key organizations and potential partners. During the workshop and two-week assessment, CeaseFire gathered vital information for the assessment, identifying areas in Honduras where the CeaseFire model could have the most success; determining the challenges to data collection in Honduras and the best way to collect and analyze data; and identifying partners that could implement the CeaseFire model.

Pre-assessment findings indicated that there is potential to adapt the CeaseFire model to the Honduran context, and that a full assessment was needed to create a concrete action plan for doing so. The CeaseFire pre-assessment team laid out a three-phase implementation plan in their report (Annex E).

A6. Developing and Implementing a System of Restorative Justice in Honduras

The restorative justice approach prioritizes the needs of victims and holds offenders accountable, while promoting their rehabilitation and attempting to foster changes in the community conditions that give rise to crime. To explore restorative juvenile justice in Honduras, international juvenile justice expert Thomas Boerman and local juvenile justice expert Jorge Valladares conducted a 10-day assessment visit. Their assessment reviewed the following elements:

- Honduran juvenile justice legal framework at the national and municipal level
- Review of juveniles as perpetrators and victims of violence
- Overview of restorative justice
- Existing capacity and levels of collaboration in Honduras

Findings from the assessment highlighted the fact that Honduran political, organizational, and cultural frameworks to support a system of restorative justice are undeveloped and, in

some cases, nonexistent. Consequently, developing a contextually appropriate restorative justice model would require multiple stages, with an initial focus on cultivating organizational capacity, programmatic frameworks, and political support. Recommendations for development and implementation include the following:

Stage 1
- Prepare primer outlining the basic principles of restorative justice and promotes the potential benefits to youth
- Identify program counterparts
- Provide education and training to key contacts
- Create programmatic framework
- Determine roles and responsibilities of counterparts
- Mobilize political support

Stage 2
- Internal programming decisions
- Program staff training
- Program implementation
- Scale-up

Stage 3
- Conduct a summative first year evaluation assessing 15 factors:
  — Number of youth served
  — Program participant demographics
  — Instant offense
  — Intervention components implemented
  — Youth's level of engagement and compliance with program requirements (scales to be developed)
  — Rates of recidivism or re-offending
  — Victim involvement (intervention components implemented)
  — Outcomes
  — Victim satisfaction
  — Family involvement
  — Family outcomes
  — Family satisfaction
  — Community involvement
  — Community outcomes
  — Community satisfaction
- Information campaign
- Scale-up

The assessment report (Annex C) outlines political, institutional, and cultural obstacles to the development and implementation of the restorative justice model, specifically highlighting obstacles to the enabling environment and juvenile courts, as well as institutional and cultural factors. By informing USAID program design, technical assistance, training, and logistical support, the assessment will contribute to a more

effective and responsive criminal justice system that uses alternative measures as an alternative to incarceration for young offenders.

A7. Report on Adaptation and Transfer of the Gang Reduction and Youth Development Model to CARSI Countries

The Gang Reduction and Youth Development Foundation, a Los Angeles-based organization, has a comprehensive strategy for reducing gang violence which develops responses to key risk factors identified in both criminal justice and public health research using guiding principles and theoretical concepts from family systems theory to guide practice. Through a CARSI TSS subcontract, the foundation conducted an assessment of the potential for adapting its comprehensive strategy for reducing violence among youth to the Central American context.

> **Gang Reduction and Youth Development: A Model for Preventing Violence**
>
> In established Gang Reduction and Youth Development Zones, gang prevention programs target 10- to 15-year-olds, who are at highest risk of joining gangs. To ensure that prevention programs target the highest-risk youth, providers administer the Youth Services Eligibility Tool to all referrals. The tool captures the presence of risk factors that have been shown to be related to gang involvement during early adolescence, when a young person is most likely to join a gang.

The Gang Reduction and Youth Development Foundation's Secondary Prevention Model incorporates the inter-related processes of client selection and service delivery. For client selection, the Youth Services Eligibility Tool is used to identify youths (aged 10 to 15) who are at the highest risk for joining gangs. Once identified, the youths enter an eight-phase process of family-centered service delivery focused on risk factors and associated behaviors (identified by the Youth Services Eligibility Tool. Implementation of the Secondary Prevention Model is expected to occur in three phases in each country in the region, including El Salvador, Guatemala, and Honduras. This activity focused on Phase 1, introducing the Secondary Prevention Model to service providers in Honduras and making recommendations for the next phase.

In November 2012, representatives from the Gang Reduction and Youth Development Foundation visited Honduras to meet with potential work groups and a research partner that would collaborate in adapting the Youth Services Eligibility Tool and its corresponding, family-centered prevention model to the Central American cultural, social, and political context. The team met with 268 family members, youths, teachers, researchers, practitioners, donors, and faith-based leaders, dedicating two days to intensive field work and two days to structured technical assistance and training.

The team's recommendations for Phase 2 are as follows:

- Incorporate feedback from service providers (provided during two days of technical assistance) about language, critical life events, and process for conducting interviews.

- Establish a formal relationship with a research partner in Honduras that will monitor and assure that informed consent forms are completed, interviews are stored properly

and protected, and no answers are left blank, and that there is a central point of contact to coordinate communication among data collectors, researchers, and service providers.

- Arrange to have a local research partner enter Youth Services Eligibility Tool data, or arrange to temporarily transfer the data for processing in the Hennigan research lab at the University of Southern California (perhaps for the first year of the project).

- Establish multiple data collection sites, to be coordinated by USAID/Honduras, and conduct 500 interviews for the Youth Services Eligibility Tool.

- Consideration for adding or removing risk factors would be made once the university analyzes the data from the 500 interviews. Of the 500 youths to be evaluated, 100 should be already gang involved and 400 should be at the highest level of risk, but not yet gang involved.

- Train a selected group of data collectors — youth volunteers from *centros de alcance* (outreach centers) and graduate students of social work — to conduct the Youth Services Eligibility Tool interviews. Giving the data collectors a stipend would help bolster professional capacity in the *centros de alcance*. This approach would build internal capacity and serve as vocational training.

- Train a select group of service providers to provide family-centered services to youth identified as being at the highest level of risk for becoming gang members.

- Provide family systems-specific training on structural theory and practice, multi-generational theory and practice, and planned family interventions.

- Expand the role of the *centros de alcance* to serve as testing sites and service delivery sites for families in which one or more of its members have been identified as at the highest level of risk for joining a gang.

- Implement intentional family engagement strategies in the *centros de alcance* to build community resistance to violence.

- Establish a training timeline for Phase 2 of secondary prevention development in Honduras, to include additional technical assistance by the same teams from Los Angeles and Honduras.

Using Honduras as a test site, CARSI implementers throughout the region can gain a sense of how the model can be adapted to Central America.

A8. The Dilemma of Chronic Violence

On October 17, 2012, USAID held a portfolio review of CARSI-funded programs that brought CARSI implementers and crime and violence prevention experts together to analyze programming and best practices for future programming.

As part of this review and as a follow-up activity, CARSI TSS partnered with Tani Adams to take a deeper look at the theory of chronic violence. Building on previous work, Ms. Adams proposed a preliminary model of conditions and mechanisms to enable people to transcend chronic violence, keeping in mind the stages of human and social development in which these qualities or conditions evolve or exist. Her model, the Chronic Violence – Human Development Theory and Framework, can be used to understand chronic violence and formulate effective policy and program responses.

The Chronic Violence – Human Development Theory is based on psychologist Urie Bronfenbrenner's assumptions about human development as an integrated process in which personal, social, psychological, and political development and the cultures, structures and institutions, beliefs, and practices they generate are inseparable and integral to one another. In other words, the conditions that enable people to thrive as individuals are the same as those that condition socialization and citizenship.

Living in chronic violence systematically undermines this integral process of human development, thereby undermining how individuals, families, friends, and neighbors relate to one another. By dehumanizing social relations between rich and poor, between neighbors, between community members, and between nations and identity groups, chronic violence fundamentally threatens long-term prospects for equitable development. The Chronic Violence – Human Development Theory uses eight propositions to explain how chronic violence affects human, social, and political development.

- *Proposition 1:* Human development is a multi-tiered system that encompasses personal development, social relations, the practice of citizenship, and the nature of governance and related beliefs, cultures, practices, structures, and institutions. Change that occurs at any point in the system necessarily affects all other aspects, all of which are undergoing continual and interactive change over time.

- *Proposition 2:* Building on the integrated system of human development, violence is a self-reproducing, systematic process that affects the totality of human development.

- *Proposition 3:* Chronic violence is reproduced and enhanced by multiple inter-related drivers and factors: perceptions of social inequality, disjunctive democracies and failed justice reform efforts, failed security efforts, globalization, the mass media, urbanization, and climate change.

- *Proposition 4:* Chronic violence affects the process of early childhood development and parenting in fundamental ways, with consistent and destructive effects on the nature of social relations and on all aspects of human development and inter-generational legacies.

- *Proposition 5:* Chronic violence affects and informs how social relations, institutions, and cultures evolve over time. It also affects the ways people and institutions understand, behave, cope with, and manage their responses to chronic violence. The

affects of chronic violence cause fundamental shifts in people's beliefs, moral categories, judgment, and priorities.

- *Proposition 6:* Chronic violence obstructs and endangers the practice of citizenship and weakens social support for democracy. Increased social isolation and distrust in the state creates a space for extra-judicial justice and brutality.

- *Proposition 7:* In contexts of chronic violence, citizens tend to see themselves as "victims," demanding rights and protection but assuming relatively little responsibility. This reality points to a central challenge that must inform related policy and social change initiatives. Chronic violence compels policy makers and social activists to emphasize social and political change that will enable vulnerable groups to transcend the perverse effects of chronic violence in ways that enhance the practice of citizenship (or, in cases of state absence: "proto-citizenship").

- *Proposition 8:* Chronic violence affects human development in every aspect, transforming the fundamental process of development itself.

Overall recommendations for action focus on the need to address chronic violence by fostering change in ways that improve the conditions and capacities that enable people to forge relationships, behaviors, beliefs, practices, and institutions; progressively understand their conditions and needs; engage in increasingly constructive ways as citizens in potentially long-term conditions of chronic violence; and enhance the breadth, density, inclusiveness, and diversity of social relations.

Change may begin at any point in the system and is necessarily conditioned by the continually evolving nature of the relations, institutions, and beliefs throughout the multi-tiered system. Change agents can take steps to:

- Assess and review objectives and results in light of lessons learned and this more integrated understanding of the challenge.

- Launch a powerful, evidence-based approach that contemplates the full dimensions of the task and promising approaches already underway by USAID and other agencies.

- Participate in building and sustaining a long-term, collaborative capacity to observe, assess, and track this evolving challenge and the progressive effects of its own and others' efforts.

Specific recommendations, detailed in the full report (Annex I) are as follows.

- Clearly define what is meant by violence, chronic violence, and human development and clarify the strategic objective for action.

- Establish an expert advisory group to accompany and strengthen the long-term effort.

- Train USAID staff and other stakeholders to recognize and identify chronic violence and use the Chronic Violence – Human Development Theory and Framework to inform programmatic responses.

- Contribute to creating and sustaining a pilot Chronic Violence Observatory, which will provide the foundation for a system of regional observatories. This network will enable stakeholders to compare how chronic violence manifests in diverse contexts and draw lessons applicable to the challenge elsewhere in the world.

- Assess and prioritize the target populations and processes in correspondence with their relative need and role in the reproduction of chronic violence, based on evidence.

- Take a multi-generational, relational approach that contemplates primary development, families, and primary networks.

- Increase investment in art and cultural initiatives that enable target groups to constructively process and transcend non-cognitive experiences of fear and trauma.

- Recognize the importance of primary health care providers and public health officials who play a critical role in identifying and addressing trauma and adverse childhood experiences.

- Ensure that all programming effectively enhances human, social, and political development. Programming should build capabilities such as resilience, community assets, bonding and bridging capital, and collective efficacy.

- Investigate the role of mass media in the reproduction of violence and engage key actors in building more constructive approaches to producing public information about this key challenge.

- Create an integral approach to assessment, planning, monitoring, and evaluation that contemplates the systematic and long-term nature of the challenge.

- Develop a matrix to organize and order the major problems of chronic violence and human development; specify approaches and collaborative needs; and define mechanisms for continual assessment, tracking, and evaluation.

- Systematically assess and contemplate, within interventions, the discontinuous and inconsistent nature of international and national aid and the uncertainty of such investments, given the global economic crisis.

B. Conferences

Conferences and workshops convened a wide variety of partners and stakeholders in Washington, D.C., and in the field to discuss challenges, share best practices, and foster collaboration for CARSI programming.

B1. CARSI Stakeholder Workshop

One of the project's first activities was to organize a stakeholders' conference for the interagency actors who implement CARSI-funded programs. Held on the November 8, 2010, the conference was chaired by Mark Lopes, USAID's deputy assistant administrator for Latin America and the Caribbean. Participants included representatives from USAID and from the U.S. Department of State, Department of Justice, Department of Homeland Security, and Department of Defense. The workshop's objectives were to provide an opportunity for U.S. government representatives to share experiences from CARSI's interagency activities and to solicit input on CARSI TSS research.

The workshop featured presentations from the participating U.S. agencies, and breakout sessions on with representatives from USAID missions in Central America, covering private sector, community-led, and institutional security sector reform initiatives. These discussions resulted in consensus on three CARSI TSS research projects for Year 1:

- *Corporate social responsibility and crime prevention.* Using case studies from Panama and Guatemala, CARSI TSS focused on how USAID could use corporate social responsibility to engage strategically with the private sector on crime prevention programs. The research generated recommendations about the viability of a national or regional corporate social responsibility network for harnessing private sector resources for improving citizen security and combating crime and violence.

- *Community-based policing in crime prevention initiatives.* Using El Salvador and Guatemala as examples, CARSI TSS reviewed and documented which methodologies were working effectively in programming for municipal crime prevention, at-risk youth, and community policing.

- *Alternative approaches to juvenile justice.* Focusing on Nicaragua and El Salvador, CARSI TSS assessed juvenile justice reform initiatives where restorative justice programs were already being implemented, focusing on successes in reforming criminal procedure codes and case management.

B2. A Conference on Citizen Security

CARSI TSS organized logistics for a conference, "Successful Models and Approached on Youth Development and Crime Prevention," that highlighted crime prevention initiatives that are underway in the Americas. Co-sponsored by USAID, the Organization for American States, and the U.S. Department of State, the conference was held on June 28, 2011 in Washington, D.C., with 350 participants. The conference featured panel discussions on approaches to community policing, public-private partnerships for crime prevention, juvenile justice reform, and media and youth movements.

CARSI TSS made two of its reports available in Spanish and English to conference participants: "Public-Private Partnerships for Crime and Violence Prevention" (see Annex A) and "Community Policing in Central America: The Way Forward" (see Annex B). A draft version of a report on restorative juvenile justice and juvenile violence

prevention in Nicaragua and El Salvador was available in Spanish, with an executive summary in English. The CARSI TSS team finalized its conference report in August 2011 (see Annex D).

B3. Building Safe Communities Learning Exchange

In March 2012, CARSI TSS co-sponsored a learning exchange in San Pedro Sula with USAID, the U.S. Embassy in Honduras, the World Bank, the Center for the Study of Social Policy, and a local newspaper, *La Prensa*. The learning exchange brought together U.S. and Central American leaders from the public, private sector, and NGOs to identify pressing issues and brainstorm solutions and strategies to enhance institutional and community capacity to carry out interdisciplinary, inter-institutional crime and violence prevention programming. Specifically, the exchange was designed to:

> "Others have gotten it right and have found solutions to similar problems — be it Los Angeles with gangs, South Africa with crime, or Colombia with drug cartels — and this is an unique opportunity to sit down together and see what can be done in Central America."
>
> — *Mark Lopes, USAID deputy assistant administrator, Latin American and the Caribbean*

- Discuss and build consensus on critical elements of a "Building Safe Communities" strategy that takes a whole-of-community approach to prevention.

- Explore opportunities to better align individual prevention efforts with the knowledge base, with the ultimate goal of leveraging more public and private sector resources and mobilizing community action.

- Identify collaborative roles for local and national governments in prevention initiatives.

- Lay the foundation for a community of practice to achieve safer, healthier communities by sharing viable information and collaborating across sectors.

The event offered participants a chance to build a transnational network of practitioners in Central America, South America, the United States, and other regions and countries. The conference created a space for leaders to exchange best practices and models for successful prevention programs. Lively, well-facilitated discussions allowed interaction among panelists and participants on issues crucial to the region's work to build safer communities:

Conference Keynote Speakers

- Porfirio Lobo, president of Honduras
- Lisa Kubiske, U.S. ambassador to Honduras
- Giuseppe Zampaglione, World Bank country manager for Honduras
- Mark Lopes, USAID deputy assistant administrator for Latin America and the Caribbean

- National prevention frameworks that address safety and security
- Innovative public-private partnerships in prevention

- Developing alternatives to detention and incarceration and reducing prison populations
- Comprehensive public safety approaches and partnerships in preventing and reducing gangs, violence, and crime
- Interrupters — effective approaches in preventing and mitigating violence and supporting community safety
- Youth as agents for change; and municipal prevention planning, from a Honduran perspective

Representatives from Boston, Chicago, Los Angeles, Bogota, Mexico City, Rio de Janeiro, Johannesburg, and across Central America shared lessons from initiatives to prevent crime, provide alternatives to gang involvement, and foster strong, healthy communities. More than 250 participants were part of this two-day event and more than 100 members of the press covered the event. Participants and panelists included more than 25 representatives from U.S. federal and local governments and civil society organizations, including the White House's Neighborhood Revitalization Initiative and CeaseFire. More than 200 Hondurans participated in the event, including the Marco Midence, the minister of youth; the minister of security; representatives from the Safe Municipalities project and the National Municipal Association, the director of the National Association of Private Businesses, and the mayor of San Pedro Sula.

The opening session, which featured a music presentation by a youth artist who had won a USAID-sponsored "youth against violence" competition, was webcast on the USAID and La Prensa websites. The second day featured an online Q&A session during which moderator David Josue Medina Lopez, the communications officer and outreach center coordinator for USAID's Youth Alliance, posed live questions from Facebook and Twitter to Mr. Midence, Mr. Lopes, and Mr. Zampaglione.

The two-day event closed with smaller sessions to encourage dialogue and debate and help participants reflect, prioritize, and commit to action. Based on this work, participants identified several key elements and steps for developing and implementing a municipal crime and violence prevention plan. Emergent themes included:

- Youth must be central actors in violence-prevention activities.

- Private sector participation and public-private partnerships are vital to reducing violence.

- Prevention will not work without effective law enforcement. The foundation for effective enforcement is trust in the police, which many communities lack.

- A strong education system is the foundation for preparing youth to be part of an efficient and effective workforce that provides alternatives to violence.

- Interventions that are framed in the context of family and that target the whole family are more effective than interventions that focus on the youth as an isolated individual.

- Media can play a role in transforming public opinion and should give space for positive news and the prevention message.

- Collecting and analyzing hard and soft data is critical to the success of prevention efforts, both for the police and for the rest of government.

- Funding should be based on results, and the prioritization of activities should be based on solid data from the police and others working in the community.

- Infrastructure and public spaces are important elements for creating a strong and safe community.

- A holistic, integrated approach to family, community, government, NGOs, and the private sector is the key to effective prevention programming.

- No one approach will work for every community; each community needs a customized intervention.

- Municipalities have an active role to play in citizen security and crime prevention.

Annex D presents the full conference report.

C. Technical Assistance: CARSI Website Design

During Year 1, the CARSI TSS team designed a website, which housed the CARSI TSS reports and served as a clearinghouse for resources related to the security situation in Central America and related donor programming. The website also presented information about the Mérida Initiative and the Caribbean Basin Security Initiative. It included USAID project descriptions and project reports, information about CARSI TSS-sponsored conferences and links to publications on gangs, youth violence, security sector reform, and related donor programming.

D. Beyond CARSI TSS

By enriching dialogue, learning, and exchange of best practices, TSS contributed directly to CARSI's objectives of breaking the power and impunity of criminal organizations, improving the capacity of justice systems, strengthening controls, curtailing gang activity, and diminishing demand for drugs in Central America. The effects of this project's work will continue to grow as the results of its work, such as adaptation and implementation of CARSI TSS-generated best practice methodologies, are further documented and disseminated.