

Regional Model for a Comprehensive Violence and Crime Prevention Policy

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Area **Public Security**



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- High Presidential Council for Coexistence and Security of Colombia
- Ministry of Justice of Costa Rica
- Office of the Deputy Minister for Justice of Costa Rica
- Ministry for the Coordination of Security of Ecuador
- Ministry of the Interior of Ecuador

- Ministry of the Interior of Guatemala
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- Security Secretariat of Honduras
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- Directorate General for Public Security within the Ministry of the Interior of Peru
- Ministry of the Interior of Uruguay
- Office of the Deputy Minister for Children and Families of Nicaragua

International and cooperation bodies:

- Spanish Agency for International Development Cooperation (AECID)
- Gesellschaft für Internationale Zusammenarbeit (GIZ)
- United Nations Development Programme (UNDP)
- Organization of American States (OAS)
- World Bank (WB)
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Foreword

Over the past decade, the premise by which the origin of violence and crime is multi-causal and multi-dimensional in nature has been widely accepted as the starting point from which the comprehensive prevention of violence and crime can be approached in order to build safer and more cohesive communities and societies. Proof of this can be found in the principles of the Central America Security Strategy (ESCA). Consequently, the Model is an exercise in supporting the implementation and promotion of the said principles and the approach promoted by the European Union through this strategy, laid down in the EU action plan, CELAC 2015-2017.

Within this context and on the basis of the aforementioned premise, the Regional Model for a Comprehensive Violence and Crime Prevention Policy embodies a significant part of the work on Public Security undertaken by the European Union's EUROsociAL II programme. The formulation of the Model began in the first three regional meetings on violence and crime prevention: El Salvador (2011), Panama (2013) and Guatemala (2014). This initiative, taken by the European Commission with Latin America, is primarily a commitment towards the region based on the Commission's main goal: cooperation in order to promote public policies that can contribute to social cohesion. Under this programme, the European Forum for Urban Security (Efus) and the International Juvenile Justice Observatory (IJJO), coordinated by Expertise France, worked on the drafting of a comprehensive regional violence and crime prevention policy framework by creating this Model with the support of the consultancy firm, Proyectos Estratégicos Consultoría.

The main aim of this document, whose purpose is to review and analyse theoretical and scientific developments in the public policies implemented in Latin America and their respective legal and judicial frameworks, as well as the guidelines of international bodies regarding violence and crime prevention, is to guide and support governments as they create and manage their plans and actions in this area. Accordingly, and in light of the fact that this document is consistent with the situation in the region and can be adapted to all of the circumstances that can be found in Latin America, the participatory nature of this process is worth highlighting. Consultative videoconference meetings allowed the authors to find out about and take note of various practical concerns regarding the management of violence and crime prevention measures voiced by ten countries (Chile, Colombia, Costa Rica, Ecuador, El Salvador, Honduras, Mexico, Nica-

ragua, Panama and Uruguay) and four international cooperation bodies and agencies (Inter-American Development Bank, World Bank, Organization of American States, and the United Nations Development Programme). These observations were subsequently integrated into the document.

The Model puts forward seven processes and two conditions whose purpose is to facilitate the identification of the circumstances, developments and requirements specific to each country to contribute to the construction and consolidation of comprehensive public violence and crime prevention policies.

The Model was presented at the Fourth ministerial meeting on public security, "Towards the adoption of a Regional Model for a Comprehensive Violence and Crime Prevention Policy". It was at this meeting that the ministers and deputy ministers for security, the interior and justice of 15 Latin American countries and representatives from the European Union and international bodies signed the 'Cartagena Declaration on the prevention of violence'. This non-binding declaration reaffirms the political commitment of the region's authorities to create policies that consider the Regional Model for a Comprehensive Violence and Crime Prevention Policy as a reference framework. It also testifies to the continuous and functional nature of the process that is taking place in the region, ushered in thanks to the creation of the Model.

I. Introduction

After more than four years of work on the Public Security pillar of the European Commission's EUROsociAL programme (2011-2015), Efus and the IJJO, coordinated by Expertise France and in compliance with the requests made by the Latin American countries within the programme, considered 2014 to be an ideal year in which to develop a comprehensive regional violence and crime prevention policy framework that guides and supports governments as they create and manage their plans, programmes, strategies and actions in this area.

Following a process of research and dialogue with various government agencies and international bodies in the region that lasted almost two years, this proposal for a Regional Model was created.

The creation of the proposal is based not only on four years of work in eight Latin American countries but also on scientific solutions that have been implemented around the world to address different manifestations of violence and crime. These solutions are condensed in the 'Reference conceptual framework' of the Public Security pillar of the EUROsociAL II programme, which forms part of the Model.

Consequently and in light of the historical, political, economic, social and cultural circumstances observed in the region, the Model has been created on the basis of the following considerations:

- Insecurity, violence and crime are the main problems that currently affect countries in Latin America, which is one of the regions with the highest levels of homicide and impunity in the world.
- Significant progress has been made in the region with regards to the creation of national public security and violence and crime prevention policies, including the application of relevant methods to the diagnosis, scheduling, budget, administration, implementation, follow-up and assessment stages.
- Despite different levels of development, each country has the legal and constitutional fabric necessary to approach violence and crime from a multi-sectoral perspective

while taking multiple factors into account, both from the viewpoint of public security and in terms of law enforcement and criminal justice.

- Regardless of the federal or central nature of the region's countries, the coordination of the offices and agencies responsible for the public security and social development policies of the various levels of government is essential to address violence, crime and insecurity on a local level and is key to consolidating the adoption of comprehensive violence and crime prevention measures by a public department in order to build increasingly peaceful and safe communities and societies.
- A holistic approach to violence and crime prevention has to consider the important role played by the world of work and the management of the police, prosecution and justice administration departments, including the juvenile justice system, as well as social rehabilitation and reintegration, and see them as links in the criminal justice and security system, which is in the process of being reformed and modernised in nearly all of the region's countries.
- Some solutions introduced to coordinate public departments and the various levels of government have been particularly effective - albeit with varying degrees of success - in addressing insecurity at a local level, despite the continuing existence of significant challenges with regards to reducing social inequality and the level of violence, rebuilding trust between the population and the authorities, and strengthening social cohesion and community life.
- In general, Latin American countries have made significant progress in relation to the creation of public security policies that favour the involvement of local bodies, the creation of violence and crime prevention policies through the empowerment of and cooperation between local and/or municipal authorities, the steering of budgets and public and private funding in projects, and the implementation of targeted measures and actions. Significant progress has also been made in terms of the modernisation of law enforcement and criminal justice policies.
- The progress made by the region's governments is contributing towards the consolidation of a democratic view of public security, which has moved from a centralised or traditional approach to a decentralised and participatory model. Consequently, it is necessary to further strengthen the capacity of public departments and members of the public.
- Organised cross-border crime, which is out of the reach of national efforts to provide a greater level of security to the public, represents a significant challenge for the region and requires the definition of shared and integrated strategies to bring the region's joint commitment to life.
- The challenge of improving comprehensive violence and crime prevention results calls for the identification and sharing of guidelines and standards when creating and implementing public policies that aim to apply common concepts and principles, particularly those contained in the instruments of international bodies to which the region's countries belong.

It is acknowledged that within Latin America, the level of development of violence and crime prevention policies and programmes differs and that the region's countries have personal experiences that have to be shared to create a common agenda.

This is the context in which the Regional Model for a Comprehensive Violence and Crime Prevention Policy sits. The Model is based on seven processes and two conditions and is designed to act as a guide or reference that can contribute to the creation or planning of public comprehensive violence and crime prevention policies, whether by strengthening the strategies and courses of action decided by the respective governments or by identifying those that should be adopted, adapted and developed in light of the national, local, urban or rural situation that exists in each specific case.

It is worth highlighting that the greatest achievement made during the creation of the Regional Model for a Comprehensive Violence and Crime Prevention Policy was to have generated a participatory process in which practical concerns regarding the management of violence and crime prevention measures, voiced by ten countries and four international cooperation bodies and agencies, were brought to the authors' attention and integrated into the document. Without the cooperation of the various country and international agency representatives involved in this process and their valuable and relevant feedback, this document would not have been created.

II. Method

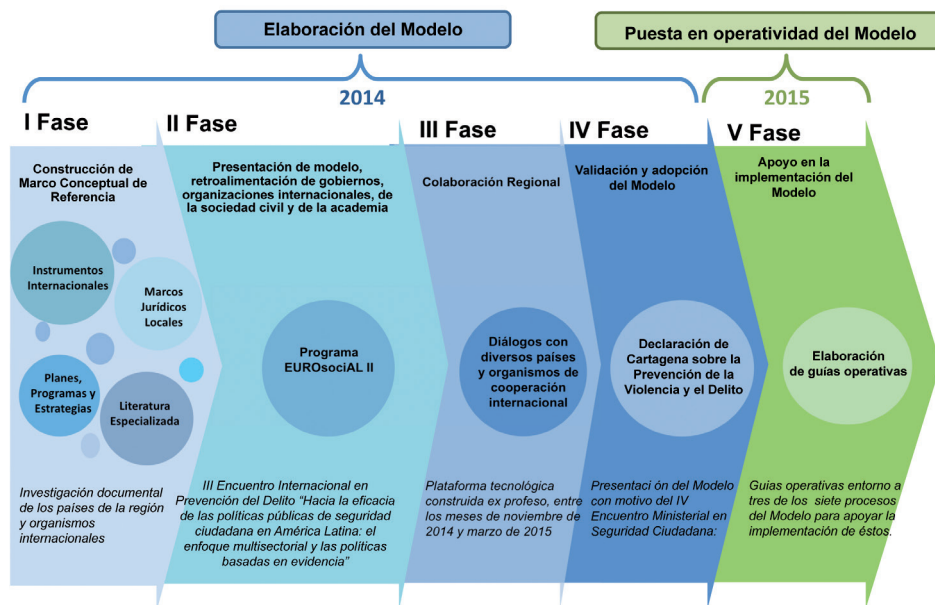
This document has been designed as a model as its purpose is to serve as a reference guide during the creation of comprehensive violence and crime prevention policies.

Consequently, the Model is the outcome of scientific desk research into laws and public policy that was combined with the experience of the team responsible for drafting the Model and the institutions responsible for its publication (Efus and IJJO) in public security policies. Special attention was given to reviewing and analysing the information provided by the eight countries that benefited from the efforts of the EUROsocial II programme in the last four years of the project.

The Model's processes and conditions were determined in light of the assumption that planning is key to the success of comprehensive and sustainable violence and crime prevention. This has been shown by experience acquired in the region and the creation of strategies based on four stages: diagnosis, planning, implementation and evaluation.



The creation of the Model comprised five stages: four for its drafting and approval and one for support with its implementation.



In the first stage, a conceptual framework was built on the basis of common elements which have determined the content of a large share of the actions implemented in the region. This framework was created to serve as a foundation on which the Regional Model for Violence and Crime Prevention Policy would be formulated. However, there is no exact reflection of these concepts in the Model. They serve as a reference on a theoretical, descriptive and phenomenological level.

While drafting the Model, the authors bore in mind at all times that over the past 15 years, Latin American countries have seen enormous changes to their respective security and justice systems. It is important to highlight the far-reaching reforms made to the region's criminal justice systems, such as the adoption of the adversarial, accusatory and oral process, which helps to lower the level of impunity, protect human rights and promote alternative dispute resolution methods.

Governments have also promoted various models to transform and consolidate police departments that are characteristic of democratic and community-focused societies. These efforts have been accompanied by civil society, which has played a key role as the co-producer of the reforms and, at the same time, as the voice that has demanded greater security and justice.



Similarly, in compliance with a review of the state of the art, the fact that the causes of violence and crime are linked to situations that vary in nature was taken into consideration. These situations include structural circumstances which often reflect precarious living conditions, poverty and social exclusion. It is therefore up to the public departments responsible for social and sustainable development, such as education, healthcare, food, jobs, housing, basic infrastructure, and sport and culture, to contribute to the creation of public violence and crime prevention policies.



With regards to this last point, it is important to clarify that social policy is not a byword for comprehensive violence and crime prevention. Social policy drives programmes

of a universal or general nature that guarantee minimum access to human rights while comprehensive violence and crime prevention is aimed at specific and targeted groups and geographic areas. Nor does it imply that resolving the structural circumstances will be easy and enough to build a peaceful form of coexistence, social cohesion and healthy communities. Nevertheless, both components complement each other and form part of a series of links that have to be strengthened and connected as a prerequisite for the successful planning and implementation of a comprehensive violence and crime prevention policy.

The creation of such a policy requires methodological and technical developments that can encourage and systematise meeting points (as well as the management processes) between law enforcement and criminal justice departments and social policy and development departments, and those departments responsible for public security.

In the second stage, the Model was presented at the Third International congress on crime prevention, which was held in La Antigua, Guatemala, from 7 to 10 July 2014: "Towards effective national public security policies in Latin America: a multi-sectoral focus and evidence-based policies", which constituted the Public Security pillar of the EUROsociAL II programme.

At this meeting, feedback from representatives of the governments, international organisations and civil society organisations of the countries concerned was collected in order to incorporate the valuable experience represented at the meeting into the first proposal.

The third stage took place between November 2014 and March 2015 and consisted of a series of individual interviews with representatives from each public department responsible for public security and violence prevention strategies in the region's ten countries and representatives from more than five international cooperation bodies. Through these interviews, the authors were able to collect valuable and detailed thoughts and recommendations which vindicated the Model and highlighted the need for specific leaders who can find a consensus and establish urgent measures to approach the comprehensive prevention of violence and crime in the region.

These thoughts were later used to perfect the content of the document, thereby ensuring that it met the region's needs. The fourth stage consisted of the presentation of this version of the Model at the Fourth ministerial meeting on public security of the EUROsociAL programme, "Towards the adoption of a Regional Model for a Comprehensive Violence and Crime Prevention Policy", which was held in Cartagena. At this event, the region's deputy ministers and high representatives for security and the prevention of violence were invited to approve the document and to sign the Cartagena Declaration on the prevention of violence, a non-binding declaration in which they

committed their political will to coordinating violence prevention initiatives in accordance with the principles contained in the Model.



The fifth stage was dedicated to fostering support for the implementation of this reference document through the creation of operational guides for three of the processes that will be covered in this Model. At this meeting, the countries were invited to take part in the development of these guides to guarantee their functional nature.

III. Reference framework

Over the past two decades, a large number of international declarations, guidelines and principles have contributed to the consolidation of theoretical and political progress concerning the prevention of violence and crime. There has been a range of actions that have gradually encouraged an increasingly preventive and human approach to security, while also taking its multidimensional nature into account.

The Model takes the aforementioned theoretical and political progress made by various regional and international bodies with a strong presence in the region and the current situation regarding insecurity, violence and crime into consideration. These bodies include the United Nations, the Central American Integration System, the Union of South American Nations, the World Bank, the Inter-American Development Bank, and the Organization of American States (*see below* IX.6. 'International violence and crime prevention principles').

The sovereign right of each country to set out its national security agenda and to decide on the mechanisms and tools necessary to implement its agenda was also taken into account. The Model aims to shift the focus from general concepts and principles to specific reference processes so that comprehensive violence and crime prevention programmes may be created. This does not mean that the planning procedures, which include diagnoses, programmes, structures and implementation measures as well as public policy follow-up and evaluation mechanisms, in place in the various countries are no longer recognised.

While there is regional diversity in this area, national and local agendas contain a series of examples that confirm the systematic appropriation of concepts laid down in international violence and crime prevention declarations, guidelines and principles.

In order to support the agendas of the region's countries, the Model puts forward seven processes - with their respective goals, strategies and lines of action - and two conditions. The purpose of these processes is to permit the application of concepts and principles that direct the paradigm of public security and comprehensive violence and crime prevention during the creation of policies that are able to respond to the needs

of each of the region's countries. It is a process that seeks, above all, to transform lives affected and violated by violence and crime for the better, as shown in the following diagram.

In brief, the Policy Model provides answers to the question, *why*, and, in a generic and flexible manner, to the question, *how*. On this basis, it puts forward elements that may be used to develop and complement public policy plans and specific programmes, as well as points of reference on which to base regional discussions on shared agendas and to table specific solutions to problems of violence, insecurity and crime.



IV. General aim

The aim is to create a reference Policy Model that puts forward goals, strategies and actions to contribute to the construction and consolidation of national public security policies that focus on comprehensive violence and crime prevention, through seven processes and two conditions that facilitate the identification of contexts, achievements and requirements specific to each country under a shared regional vision.

VI. Concepts and principles applied through seven processes

Public security policies that focus on the comprehensive prevention of violence and crime seek to change the lives of individuals and state management processes with regards to human development, security and justice for the better. It is about providing conditions that create better opportunities for vulnerable individuals who are unable to exercise their basic rights. Comprehensive violence and crime prevention helps build cohesion and positive social capital.

Within its very definition, violence and crime prevention contains a series of elements that direct public policy, which brings it to life. It is therefore possible to transform conditions of violence and insecurity through comprehensive preventive actions that aim to strengthen protective factors and reduce risk factors. This is compatible with methods tailored to different population groups and territories (from the local to the national, regional or international) and applied over the short, medium or long term.

In light of the fact that violence and crime prevention has to comprise a range of permanent mechanisms that foster public security, and taking a systematic and holistic approach, the Model puts forward seven processes: Creation of a public department, Coordination and integration, Targeting, Inclusion and participation, Fairness and dignity with gender mainstreaming, Ethics, and, finally, Regional collaboration.

V.1. Creation of a public department

As a new area of expertise that has to be managed by the state, comprehensive violence and crime prevention requires adjustments to the structure of a government and its own resources to meet its goals.

Consequently, a permanent structure has to be formed by introducing legal instruments and by establishing an administrative body with the clear mandate to create and implement programmes, projects and strategies, while working with the national security, criminal justice system and social policy departments. This structure will have

to take the nature of the state (whether federal or central) into account to identify the various levels of expertise and responsibility of those involved. In all cases, mandates and specific responsibilities that facilitate the undertaking of the actions and goals foreseen will have to exist.



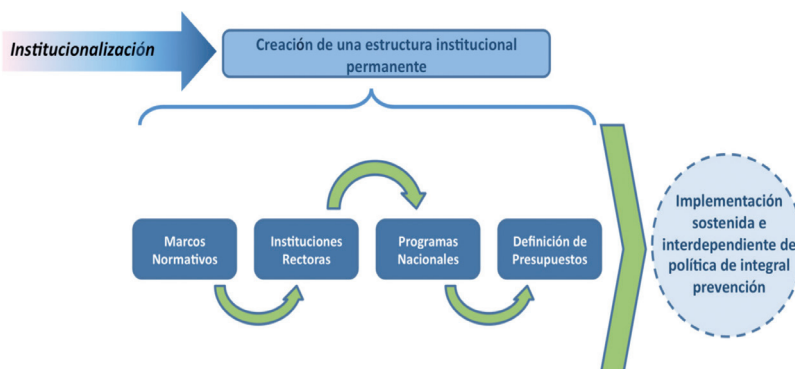
Public policy decision making depends on public, reliable and comparable information, as well as indicators to monitor and evaluate results. This complements the state's capacity to implement public policies. To make this possible, it is essential to invest strategically in the formation of a technical body that will be entrusted with managing violence and crime prevention through the human talent that exists in the region's countries.

In order to adapt and introduce new specific prevention measures and actions, it is necessary to ensure the continuous training of technical personnel and the creation of relevant research methods, with the assistance of all those who can contribute to this work.

Creation of a public department	
Aim	
To lay the foundations of a permanent departmental structure that facilitates the sustained and interdependent implementation of comprehensive violence and crime prevention policies through specific legislative bodies, governing departments, specialised constitutional structures and standardised procedures, while having its own budget and empowered staff who have expertise and technical knowledge.	
Strategy	Lines of action
a) Create or strengthen a national governing department (with a local presence) that is responsible for the comprehensive violence and crime prevention policy and ensures the sustainability of the programmes and projects regardless of government term limits.	Modify relevant constitutional laws and/or Public Administration regulations in order to create the governing department or office responsible for the policy, whether a ministry, vice-ministry, agency, department, centre, office or any other type of body.
	Structure the department or office through regulations or an <i>ad hoc</i> manual which at least contains the following seven areas of work and functions: • Planning and administration • Coordination • Territorial operations and information • Training and technical assistance • Follow-up and evaluation • Research and development • Budget planning
	Define a legal framework to favour and regulate community participation in the areas of public security and comprehensive violence and crime prevention.
	Drive and develop capacity diagnoses and assessments of departmental needs to improve the management of comprehensive prevention measures.
b) Develop a national instrument, policy, plan, programme or strategy that governs and directs public security and comprehensive prevention policies, and incorporates transparent data production, monitoring and evaluation processes and mechanisms.	Integrate a national comprehensive violence and crime prevention plan - or programme, strategy or guidelines - based on a technical and participatory diagnosis which is used to identify general goals, contributors, instruments, tools and resources that shall direct regional and local programmes and projects and targeted actions.
	Incorporate into the general planning, scheduling and budget cycle, specific data production, monitoring and evaluation guidelines and mechanisms based on result indicators.
	Consolidate a framework of national and regional indicators that allow the programmes and projects to be monitored.
	Establish an ex-ante and ex-post monitoring and evaluation system to measure the impact of specific comprehensive prevention actions and to identify effective measures, including, if possible, experimental measures involving treatment and control groups.
	Develop an IT system to process comprehensive prevention programme and project data, rank the results, identify effective measures and produce information and knowledge that support and strengthen public security policies.
	Encourage the undertaking of cost-effectiveness analyses to promote the rational use of financial resources, widely promote the financial benefits of investing in violence and crime prevention and assess the relevance of public expenditure in the different areas related to security.

(continued)

Creation of a public department	
Aim	
Strategy	Lines of action
c) Design and/or consolidate a career development programme for civil servants regarding comprehensive violence and crime prevention to build, strengthen and consolidate the capacity of departments and members of the public through human talent.	Create a framework professional training programme that is continuously updated for national and local civil servants responsible for the planning, administration, execution, coordination, follow-up, evaluation and implementation of the comprehensive prevention policies.
	Design a system that attracts and retains civil servants, and civil service applicants interested in this area, to boost the critical mass of the department and to ensure the continuity of public security and crime prevention policies, on the one hand, and, on the other hand, to professionalise the work of local and national operators and managers involved in the implementation of public security and crime prevention policies, while also allowing the aforementioned to specialise in specific areas.
	Work with higher education providers to let them provide undergraduate and postgraduate courses to train professionals in public security and comprehensive prevention.
	Alongside universities, support the undertaking of internships by students on sociology, psychology, criminology, anthropology, social sciences, medicine, law, and architecture courses, among others, within the operational centres of the comprehensive prevention programmes and projects to strengthen operational human resources and to prepare future department employees and members of civil society through the acquisition of practical experience.
	Establish a training programme on the production and management of violence and crime prevention data which focuses on better data gathering, interpreting, systematization and exploitation practices on behalf of public security policies.
d) Insert into national and/or local budgets specific sections or categories for public security programmes and projects.	Balance the funding of public security and criminal justice system departments and of governing violence and crime prevention policy departments with a view to achieving comprehensive public security, both penal and social, and to basing budgets on results.
	Integrate into the national budget subsidies to local government departments to support the definition and implementation of targeted participatory municipal prevention plans.
	Work with the offices of the public prosecutor and the courts to agree on the share of property seized from criminals that should be used to fund violence and crime prevention and victim support policies.
	Allocate a percentage of tax revenue from alcoholic drinks, tobacco and other regulated drugs, as well as tax revenue from the sale of arms and munitions or other goods in the states in which the revenue is generated, to comprehensive prevention projects.
	Insert into the budget - whether on a national and/or local level - a specific section or fund to finance comprehensive prevention programmes and projects.
	Insert into the budget a specific section to fund comprehensive prevention programme and project evaluation processes with a view to producing evidence that shall support future initiatives in this area.



V.2. Coordination and integration

Due to the multiple dimensions and causes of violence and crime, a multi-sectoral approach to public security and crime prevention has to be taken. Consequently and in light of the different factors that contribute to insecurity, a holistic and systematic approach to these problems is necessary in order to create coordinated agendas that have a positive impact on the lives of the most vulnerable people in society.

Violence and crime prevention policies therefore require public departments (from the municipal to the national level), the police, justice department and those departments responsible for rehabilitation and reinsertion, healthcare, education, housing, economic development, urban infrastructure, youth, culture, sport, and victim support, among others, to work together. Constant communication, coordination and information-sharing between the various public departments, bodies and sectors facilitates the flow of information and the sharing of experience and helps consolidate cooperation and trust.

Finding a suitable arrangement with regards to legislation, public departments, programmes and budgets depends on the construction of a joint vision that combines the aims of the public security and criminal justice departments as well as the aims of those responsible for social welfare and justice.

Coordination and integration
Aim
To harmonise and align the functions, skills, programmes and budgets of the public security and criminal justice departments and offices and the (national, state and municipal) departments/offices responsible for social policy with the functions, skills, programmes and budgets allocated to comprehensive violence and crime prevention to meet common goals. This process will reduce risk factors and increase social cohesion and protection.

(continued)

Coordination and integration	
Aim	
Strategy	Lines of action
a) Establish or strengthen vertical coordinating bodies between the different levels of government.	Encourage the creation of forums between national, sub-national and municipal levels of government in order to share, learn about and adopt effective comprehensive violence and crime prevention measures.
	Develop the role of local government in the creation, implementation and evaluation of national comprehensive prevention policies.
	Promote the creation of agreements between public, private and community bodies on a national and local level for the implementation of official programmes. For example, programmes for former prisoners that aim to ensure that they fully reintegrate into civil society through work and do not reoffend.
	Provide technical and financial assistance to local government so that it may define local violence and crime prevention strategies based on national guidelines and develop a wide range of solutions.
b) Establish or strengthen horizontal coordinating bodies (interdepartmental and multi-agency) while incorporating the active participation of civil society.	Disseminate violence and crime prevention policies among national departments responsible for social policies (healthcare, education, work, urban planning, etc.). This means promoting a preventive approach within the relevant departments to position the violence and crime prevention agenda as a transversal priority.
	Encourage forums in which public security, criminal justice, social development and comprehensive violence and crime prevention agencies and offices can meet with academic and research organisations and different societal organisations in order to diagnose, create, implement, monitor and evaluate public violence and crime prevention policies and specific actions.
	Connect the actions and resources of social development programmes to those of projects and actions aimed at specific groups, problems and areas to avoid the duplication and dispersion of work and resources.
c) Link the work of law enforcement and criminal justice departments to community and situational violence and crime prevention actions.	In problem areas, create joint actions between the police and the departments responsible for education, social and family assistance, employment, culture, economic development and victim support.
	Form and/or consolidate police teams that are trained to mediate in disputes between neighbours, deal with domestic violence and work with young people from an intergenerational perspective.
	Integrate police action into victim support measures as well as mechanisms responsible for ensuring the provision of basic services.
	Combine restorative justice solutions with mediation mechanisms to repair damage, avoid reoffending and resolve disputes in order to rebuild social cohesion and support victims, where appropriate.

(continued)

Coordination and integration Aim	
Strategy	Lines of action
d) Create or strengthen forums in which the three branches of government are coordinated in order to form connected and sustainable projects and actions.	Establish forums in which executive bodies responsible for creating and implementing comprehensive violence and crime prevention policies and the legislative branch can meet to facilitate the construction of relevant legal frameworks that strengthen the adoption of public security policies by public departments.
	Formulate, through the coordination of the three levels of government, specific legal instruments, programmes and agreements to prevent and mitigate crimes with considerable social consequences, such as kidnapping, blackmail, homicide, enforced disappearance and people trafficking, and to support the victims and to prevent reoffending.
	Ask the three branches of government to review the legal framework of custodial sentences to avoid the excessive use of imprisonment, which affects the rehabilitation and reinsertion process and turns first-time offenders or people who have committed minor offences into career criminals, which could be avoided with other forms of punishment.
	Guarantee, based on the commitment of the three branches of government, a prison system that respects human rights and fosters the rehabilitation, reinsertion and reintegration of prisoners through education, healthcare, work, training, culture and sport.

V.3. Targeting

Unlike social policy measures, which are mainly universal in nature and aimed at population groups that are generally excluded and live in poverty, comprehensive violence and crime prevention measures seek to address the causes and effects of specific crime-related situations. Essentially, these measures concern groups of individuals or geographic areas defined on the basis of their risk and vulnerability to violence and crime.

Targeting is a matter of meeting specific goals in a rational and effective manner. It involves drawing up priorities to solve previously identified and specific problems.

While the measures recognise the multi-causal nature of insecurity and violence, they are based on the strategic identification of critical risk factors and multiple effects that directly concern population groups that are particularly vulnerable and specific geographic areas.

Consequently, clever targeting separates comprehensive violence and crime prevention from universal policies and limits the scope of action to specific goals, whether

with regards to the reduction of risk factors, the promotion of protective factors or the mitigation of problems associated with insecurity. Resorting only to social policies to control these phenomena or confusing social policies with comprehensive violence and crime prevention would be tantamount to producing an incorrect diagnosis, criminalising poverty and exclusion, and fragmenting government actions.

In light of the above, the targeting of geographic areas prioritises hot spots or 'problem areas' and routes used by vulnerable migrants, and arms-trafficking and smuggling routes of various kinds, among other things. The targeting of population groups focuses on groups that are particularly vulnerable, such as children, teenagers, women, teenage mothers, young people who are socially vulnerable, people with an addiction, victims of violent crime, and indigenous communities, among others. The targeting of specific problems focuses on homicides, domestic violence, sexual violence, child abuse, robbery of various kinds, traffic fatalities, gang-related fighting and disputes, and production chains, among others. Targeting therefore helps to create environments in which there is a higher level of protection, thereby allowing people to feel safer and to strengthen social cohesion.

Targeting Aim	
To apply comprehensive violence and crime prevention programmes, projects, measures and resources among population groups or groups of individuals on the basis of their vulnerability and in problem areas after allocating responsibilities to public bodies, civil society and the private sector, which have to intervene to change the lives of these people for the better.	
Strategy	Lines of action
a) Strengthen sub-national and municipal government in light of its vital role in the development of violence and crime prevention, social, community and situational programmes and projects, as well as its role in the provision of public and regional services that are closer to the population and affect public security.	Turn the municipal authority, on the basis of the guidelines laid down in the comprehensive violence and crime prevention policies' governing programme, into the central body responsible for implementing actions in defined social groups, neighbourhoods, suburbs, municipalities, and urban and rural communities.
	Develop action-planning mechanisms based on participatory diagnoses carried out first and foremost by micro-regional bodies and the groups or communities that are in difficulty or vulnerable.
	Promote multi-agency actions in communities and areas with high levels of crime or violence and whose social fabric has deteriorated.
	Create a violence, crime and insecurity information system that is divided into regions, population groups and other related data groups. This system will be an essential tool that guides the management of comprehensive violence and crime prevention policies.

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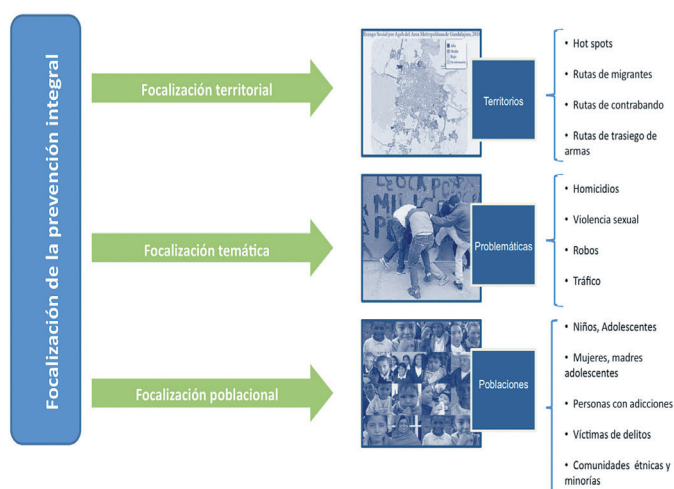
Targeting Aim	
Strategy	Lines of action
a) Strengthen sub-national and municipal government in light of its vital role in the development of violence and crime prevention, social, community and situational programmes and projects, as well as its role in the provision of public and regional services that are closer to the population and affect public security.	Create local geo-referenced systems to identify and update areas that are negatively affected by violence and crime, or areas in which social, situational, psychosocial and community risk factors can be found.
	Enshrine in legislation the obligation for the authorities to create urban development, housing and mobility plans that take into account situational crime prevention and the democratisation of public areas in favour of healthy social co-existence.
	Promote the undertaking of national, regional and local surveys on the perception of security and victimization to constantly diagnose and measure violence and crime and their different manifestations.
	Carry out campaigns with the police and social welfare programme agencies to monitor the development of activities that pose a problem in public areas.
	Drive community-based recovery and appropriation of public areas in which illegal activities are conducted.
	Run participatory safe mobility projects that aim to transform the public environment as a whole by creating conditions that ensure order and protection for people and modes of transport, with particular emphasis on women and children.
b) Encourage actions that support children, teenagers, young people and women who are at risk to strengthen protective factors and mitigate risk factors.	Involve teachers, parents and the authorities in social prevention of violence and crime, community and psychosocial programmes and projects. Furthermore, involve the aforementioned in programmes regarding dropping out of and playing truant at school, peaceful co-existence, mediation in disputes within schools, such as bullying and cyber crime.
	Expand the profile of schools that provide elementary education to turn them into centres that promote civic culture and lawfulness.
	Implement rigorous measures with regards to the sale, control, distribution of and access to alcoholic drinks among children, teenagers and young people.
	Drive actions that encourage restorative justice, social reintegration and non-custodial sentences based on a comprehensive approach that helps to reduce the level of reoffending, favour the offender's reintegration into his/her family, rebuild social cohesion, and provide new opportunities to teenagers in trouble with the law.
	Encourage cultural and sports activities and reproductive and sexual health education, as well as skills for life, to promote healthy lifestyles that are free from violence during a person's childhood, adolescence and youth.

(continued)

Targeting Aim	
Strategy	Lines of action
b) Encourage actions that support children, teenagers, young people and women who are at risk to strengthen protective factors and mitigate risk factors.	Work with gangs to develop inclusive forms of co-existence, identity among young people, leadership change, community co-existence and productive projects, in coordination with social and business sectors to offer gang members an opportunity to adopt a new way of life.
	Drive teenage pregnancy prevention and information programmes and projects that include prenatal and early childhood care and parenting skills, encourage those concerned to stay at school and facilitate the development of productive activities.
	Create work programmes with the wives, mothers or partners of teenagers or adults who are in prison, focusing on the development of co-existence skills and production chains.
	Promote projects and programmes that foster collective tolerance to reduce racial hatred and discrimination.
c) Strengthen actions by focusing on solving problems through the coordination of public security and criminal justice services with social development programmes, both in areas affected by violence and in the case of specific crimes.	Define comprehensive violence and crime prevention actions that differentiate between the urban environment and the rural environment based on each environment's characteristics in terms of insecurity and violence.
	Encourage a form of policing that aims to solve problems by considering, in particular, the risk factors in regions and communities affected by violence and crime.
	Create joint committees or work spaces between the police and members of the community so that they may agree on a specific agenda made up of actions to prevent and monitor specific crimes and identify points to be improved in terms of the provision of basic public services.
	Implement procedures and immediate care measures within the police or among first responders, especially in the case of victims of sexual or domestic violence, to ensure that they do not become victims once again.
	Introduce joint actions between the police and the social and private sectors to protect the production, processing, distribution and consumption chains of goods and services and to avoid unemployment, exclusion and the involvement of the population in illegal activities.
	Form drug-treatment courts to promote the treatment and rehabilitation of users, as well as the reparation of damages, through the use of non-custodial measures when possible.
d) Identify practices that work or look promising and - based on the problems that they address - may be adapted to different local contexts.	Draft guidelines on how to gather, analyse, evaluate and share information on social prevention programmes and practices that work, do not work or are promising to strengthen them and contribute to evidence-based decision making in order to facilitate the sharing of these programmes/practices and their adaptation to specific local contexts.
	Create national inter-sectoral forums to identify schemes that allow local practices to be replicated in specific geographic areas.

(continued)

Targeting Aim	
Strategy	Lines of action
e) Introduce comprehensive service units (police, office of the public prosecutor, physical and mental health services, legal advice and shelters) for women and children who are victims of violence and abuse.	Implement and coordinate pre-trial service units and precautionary measures with social welfare and family departments to deal with offenders and criminals.
	Include in school curricula art, sport and preventive healthcare activities as compulsory subjects for the education of children and teenagers.
	Involve forensic and expert service agencies, as well as hospitals and healthcare centres, to provide substantive information in order to uncover the specific causes of violence, to direct victims towards specialist care and to provide mediation in personal disputes.
	Prioritise the development of multi-department campaigns on the control of alcoholic drinks and the carrying of arms in public.
	Approach the possession and use of illegal drugs from a public healthcare angle and not only in terms of criminal justice.



V.4. Inclusion and participation

National public security policies that promote comprehensive violence and crime prevention aim to consolidate the right of individuals to live in inclusive societies and communities, where security is a right enjoyed by everyone regardless of a person's characteristics.

The basis of and reason for security is the protection of the human being. Consequently, violence and crime prevention strategies have to promote peaceful co-existence that is

based on respect and cooperation between all those who work on building a consensual vision on the basis of agendas drafted with the active contribution of civil society organisations and the academic and private sectors, among others.

Therefore, the promotion of a bottom-up approach to involve society in all of its organisational and sectoral forms in the management of violence and crime prevention policies, from diagnosis, planning and implementation to the monitoring and evaluation of all kinds of social, community, situational and psychosocial prevention measures, is essential for the joint creation of security and the construction of resilient and healthy communities.

With this goal in mind, there is a need to develop schemes, methods and mechanisms that involve and commit, in a horizontal manner, multiple parties in the production and management of knowledge and information, while laying down clear limits on the parties' powers and the reach of their contributions.

Therefore, the sustainability of comprehensive violence and crime prevention is not only directly related to effective results but also to the legitimacy that is provided by the work and experience of various parties, including the work of public departments and academic institutions, which are forums that, over time, provide continuity to programmes and activities that favour the production of knowledge.

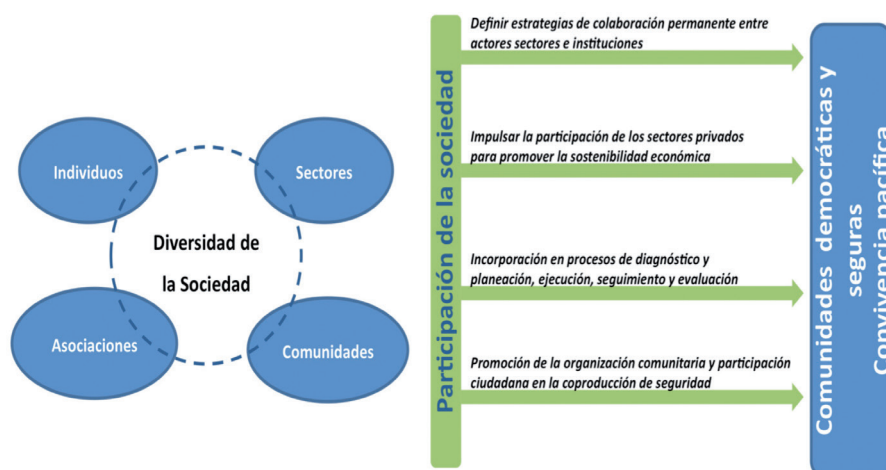
Inclusion and participation	
Aim	
To support the right of people to participate in the construction of democratic and safe communities in which the tranquillity, peace and healthy development of their members are assets and values that public departments have to guarantee, as well as the active participation of organised society and individual citizens in order to foster social cohesion.	
Strategy	Lines of action
a) Drive mechanisms that involve civil society organisations and other social sectors in the planning, implementation, follow-up and evaluation of violence and crime prevention programmes and projects.	Promote the signing of agreements between the political, social and private sectors to build a peaceful society in which harmonious co-existence between citizens is promoted.
	Create a citizens' advisory council within the public departments that govern violence and crime social prevention policies. It should be made up of representatives of civil society organisations and leading academic institutions and comprise democratic forms of membership.
	Prioritise the application of violence and crime social prevention budgets that are defined through mechanisms in which the target population participates.

(continued)

Inclusion and participation Aim	
Strategy	Lines of action
a) Drive mechanisms that involve civil society organisations and other social sectors in the planning, implementation, follow-up and evaluation of violence and crime prevention programmes and projects.	Encourage public consultation and the creation of inter-department committees during the violence and crime prevention policy creation process.
	Facilitate the creation of a permanent training mechanism that is aimed at social sector members, including civil society, the business sector and religious associations, among others, to permit capacity building among citizens in order to foster the emergence of a safe society and resilient environments.
	Support with public resources and in a transparent manner the creation or strengthening of observatories and other spaces that facilitate civil society participation in the monitoring and evaluation of violence and crime prevention policies, including policies that focus on the victims of crime.
	Involve the media in violence and crime prevention campaigns; train your staff in how to manage and monitor these problems; promote self-regulatory mechanisms to ensure violence- and crime-related information is processed objectively and on the basis of evidence.
b) Support and use community organisations, public participation and neighbourhood networks to implement security actions created with local government departments.	Define mechanisms to identify key community members who have to take part in the development of specific violence and crime social prevention measures, including representatives of indigenous and Afro-descendant population groups and minority groups.
	Create forums in which neighbourhood representatives and members of the local police force who operate in areas of high unrest and violence can talk, diagnose and follow up operations in order to coordinate actions and evaluate police actions.
	Encourage continuous campaigns to imbue citizens with a culture of lawfulness, awareness of alternative and peaceful forms of resolving disputes, and respect for human rights, using the media, social networks and other instruments provided by information technology.
c) Encourage the private sector to support programmes and projects that promote the economic sustainability of vulnerable communities and areas.	Identify civil society, non-governmental, business and labour organisations that are able to manage and fund comprehensive violence and crime prevention projects or specific actions without aiming to make a profit.
	Create public-private partnerships to fund and manage community centres for children and youths to develop the community and foster resilience.
	Agree on social responsibility initiatives and actions that are implemented by the business sector and contribute to diagnosing, creating, implementing and evaluating specific comprehensive violence and crime prevention projects.

(continued)

Inclusion and participation	
Aim	
Strategy	Lines of action
c) Encourage the private sector to support programmes and projects that promote the economic sustainability of vulnerable communities and areas.	Develop dissemination and partnership mechanisms between public departments and the private sector to reveal the effectiveness of programmes and actions, as well as their financial benefits for the economy, to encourage the private sector's financial support and to extend coverage.
d) Define forms of cooperation between government, the private sector and academic institutions to create and evaluate public comprehensive violence and crime prevention policies and to acquire knowledge.	Promote the formation of scientific-technological advisory boards between the country's educational sector and private sector in order to connect vocational and technical training to manufacturing sector needs and thereby generate jobs.
	Encourage political parties to approach public security and the prevention of violence and crime from the state's perspective and from a technical angle.
	Foster the creation of public security and comprehensive violence and crime prevention research centres or laboratories in academic and research institutions to evaluate policies, programmes and projects, produce knowledge, identify effective practices and promote the collection, management, interpretation and correct use of information.
	Promote the formation of local networks of public security experts that are connected to the authorities and societal organisations to encourage the appropriation of and innovation in programmes and projects.
	Design, in coordination with institutions of higher education, applied research programmes and programmes through which findings can be disseminated and knowledge can be shared between experts.



V.5. Fairness and dignity with gender mainstreaming

The promotion of and respect for human rights, the rule of law and a culture of lawfulness are basic principles that must guide public policy, particularly public security policy. In light of this, comprehensive violence and crime prevention policies have to include strategies that help fill the gaps that exist between insecurity, violence and crime, and conventional solutions that are only based on criminal law, and encourage other solutions in which the human being takes centre stage, especially in areas where extensive social inequality and vulnerability facilitate or trigger acts of violence or crime.

Evidence shows that women are directly affected by a large share of the acts of violence committed, both in their day-to-day lives and in more extreme forms of violence, such as femicide, sexual assault, displacement, enforced disappearance and human trafficking. These different forms of violence against girls and women must be addressed urgently through regional and national security and justice policies. However, it is undeniable that most women are excluded from discussing, formulating and implementing public security policies, which has two important consequences. First, assaults and acts of violence specifically perpetrated against women often receive little attention. Secondly, the solutions retained mainly consist of responsive and repressive measures. This is reflected in a lack of investment in violence prevention programmes, which diminishes the effectiveness of related public policies.

The international political framework provided by United Nations Security Council Resolution 1325 on women, peace and security (2000) and the resolutions that ensure its continuity also reaffirm the important role of women in the prevention and resolution of disputes, peace negotiations, the consolidation and maintaining of peace, the provision of a humanitarian response and reconstruction in post-conflict situations. They go on to stress the need for fair participation and full involvement in all of the initiatives taken to maintain and promote peace and security. It is essential that women take part in and are employed by public departments responsible for violence and crime prevention and security policies. Furthermore, it is fundamental that they play a significant role during the policy decision-making, creation and monitoring process.

In this context and considering the fact that girls and women have historically been the subject of multiple forms of violence that are communicated and reinforced from a structural to an individual level, adopting a gender-based approach within security and justice policies and departments requires a more transformational and inclusive mind-set to be adopted, instead of the traditional approach that has existed. Gender mainstreaming in the security and violence and crime prevention sector is seen as a key factor to improve the operational effectiveness of policies, increase legitimacy and local and community appropriation, and to favour transparency and accountability.

Comprehensive violence and crime prevention agendas must therefore take into account the needs, experience and views not only of men but also of women, children and other groups of people who face multiple forms of discrimination and within which a series of personal, social and cultural identities overlap.

A country that creates public policies that foster peace also ensures that its entire population has fair access to basic social services, fully respects the political and civil rights of individuals and guarantees access to justice, as well as the individual's right to exercise his or her civil liberties and social rights, especially in the case of groups of people who are particularly vulnerable due to the causes and effects of violence and crime.

Consequently, this process considers tackling structural risk factors - such as exclusion on the basis of discrimination - which favour, promote and strengthen various forms of violence, by approaching and managing these risk factors on the basis of human rights as the best way in which to create virtuous circles of co-existence and to break circles of violence. Therefore, addressing the systematic violation of the rights of women and girls by transforming the traditional socio-cultural role of men and women to develop new forms of masculinity and to create, under equal conditions, forums in which social, community, situational and psychosocial prevention policies are defined is of particular importance. This process aims to strengthen the effective implementation of the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (known as the 'Belem do Para Convention') as well as the Platform for Action of the Fourth World Conference on Women, which is binding for all levels of government of the states that ratified it.

It is also essential to highlight the central role that families and schools have to play to ensure the sustained transformation of communities. They thereby confirm that they constitute a place in which a person is initially formed under the principles of solidarity, gender equality, respect for life and the well-being of others, tolerance of diversity and the peaceful resolution of disputes.

FAIRNESS AND DIGNITY WITH GENDER MAINSTREAMING	
AIM	
To build safe and cohesive communities in which fundamental rights are promoted and discrimination on grounds of gender, age, nationality, ethnicity, sexual orientation, political opinions, religious beliefs or other forms of exclusion that generate, facilitate, promote or strengthen various types of violence and crime are prevented, addressed, sanctioned and eradicated.	
Strategy	Lines of action
a) Consider respect for human dignity as the cause and goal of public security and comprehensive violence and crime prevention policies.	Incorporate public human rights organisations into comprehensive violence and crime prevention policy diagnosis, planning, implementation, follow-up and evaluation forums.
	Promote education that is based on the principles of equality, non-discrimination and human rights within family-centred programmes and projects.
	Include in elementary education curricula the concepts of peace and lawfulness, the rejection of all forms of violence, human rights, non-discrimination on grounds of age or gender, and support for victims and people who are particularly vulnerable.
	Under rigorous standards, provide training to public authorities - particularly civil servants entrusted with enforcing the law - in the areas of gender, human rights, discrimination and lawfulness, in order to promote human dignity.
	Ensure that every public policy incorporates gender mainstreaming and the need for gender diversity and eliminates any discriminatory message against girls, women and homosexuality.
	Promote in the media the elimination of content that transmits gender-based stereotypes and discriminatory or sexist messages through relevant self-regulatory mechanisms that respect freedom of expression and the right to information.
b) Encourage the active participation of women in the creation, implementation and evaluation of comprehensive security and justice policies.	Define agendas that prioritize the integration of women into the highest decision-making bodies within security, violence and crime prevention, and criminal justice departments in the various levels of government.
	Effectively incorporate the participation of women and girls in policies and programmes that directly affect the implementation of their rights in particular.
	Promote multi-disciplinary and results-based projects that prevent violence against girls and women of a secondary and tertiary nature and contain goals that can be measured, monitored and audited. These projects must be based on effective methods and place particular emphasis on reducing the level of impunity and preventing reoffending.
	Encourage research into the different risk factors that lead to violence and crimes against girls and women to guide public policy decision making.
	Support projects and measures to prevent, address, sanction and eradicate violence against girls and women by providing sufficient human, material and financial resources for their implementation and evaluation.

(continued)

FAIRNESS AND DIGNITY WITH GENDER MAINSTREAMING	
AIM	
Strategy	Lines of action
c) Define comprehensive violence and crime prevention policies from a transversal gender- and age-based perspective.	Support through technical diagnoses the social, community and psychosocial programmes and projects aimed at particularly vulnerable population groups and areas affected by violence and crime.
	Establish platforms that systematise and facilitate the systematisation of statistics and the development of specific diagnoses and analyses of gender-based violence to improve the understanding of the measures that government, particularly local government, has to take to reduce such violence.
	Incorporate into violence prevention, attention and penalty programmes a participatory component to assess the impact of the programmes and to identify effective practices and lessons.
	Encourage, with the active participation of the media, continuous campaigns that promote non-discrimination and respect for diversity to build inclusive and supportive communities.
	Prevent and address gender-based violence by focusing on family and sexual violence against children, teenagers and women.
	Promote new forms of masculinity and femininity in schools and public, social and private places and in the workplace, as well as in parenting skills and family support programmes.
	Establish projects that support women who are victims of violence and crime, favour their complete recovery and consider their integration into productive and sustainable economic activities.
	Involve key groups within society, such as religious associations, business organisations, trade unions and guilds, in specific projects that teach people about human rights and gender equality.
d) Consolidate mechanisms and channels that provide fair access to justice, particularly for especially vulnerable population groups.	Promote the development, qualification and implementation of procedures regarding the use of force and means of detention to prevent labelling and the criminalisation of police action.
	Create, implement and train various sectors of society in mediation, reconciliation and negotiation methods to resolve community, neighbour and personal disputes and promote a culture of peace.
	Form comprehensive systems that provide support, care, assistance and protection to the victims of violence to guarantee the reparation of damages and prevent reoffending, such as 'justice centres' or 'family police stations' for children, teenagers and women.
	Introduce specialist departments and procedures to direct, support, protect and help migrant or displaced population groups within the country or from other countries.
	Manage the humanitarian crises that affect migrant groups, focusing on unaccompanied children and based on a preventive approach and without criminalising migration.

(continued)

FAIRNESS AND DIGNITY WITH GENDER MAINSTREAMING AIM	
Strategy	Lines of action
d) Consolidate mechanisms and channels that provide fair access to justice, particularly for especially vulnerable population groups.	Form partnerships with religious groups so that they can take part in awareness-raising campaigns and rehabilitation, social reintegration, restorative justice and victim support programmes.
	Trial group-based committees within courts to tailor the penalty to the individual, while introducing objective guidelines that provide a rational and proportional approach to punishments, avoid institutional victimisation and reduce reoffending.



V.6. Ethics

No political or Government campaign ever omits to place the issues of prevention and security on top of their agenda. In this context, strategies that can be described as comprehensive prevention public policies are not always treated under a solid and pertinent methodological criterion.

In light of the above, it should be stressed that holistic prevention is a constant learning process, with several basic premises one of which states that focused interventions are likely to check and minimise pre-existing local violence instead of aggravating them or raising false expectations in the population. This becomes an ethical imperative which must guide the management of so-called preventive policies.

Similarly, the concepts of comprehensive prevention of violence and crime are usually more accepted by the countries of the region, which is reflected in an increase in public budgets for social, community and situational policies, thereby raising the need to strengthen information mechanisms and accountability to citizens. Therefore, the-

re should be transparency regarding the taking of decisions that will determine the application of State investments and the projected results, as well as in designing, monitoring and evaluating the prevention policies that define the best communication channels for enhancing the visibility of government proposals and their connection with the expectation of the people, as well as social audit schemes.

Ethics	
Aim	
Incorporate relevant processes and tools to implement the right to information, transparency and the fight against corruption by public, private and social actors involved in the planning, execution, monitoring and evaluation of comprehensive prevention strategies and actions, in order to guarantee good, democratic governance of citizen security policies.	
Strategy	Lines of action
a) Foster the culture of lawfulness and human rights in implementing comprehensive prevention programmes and projects.	Promote and adopt international human rights and humanitarian international law instruments. Special emphasis must be placed on policies aimed at promoting respect for ethnic, sexual, physical and intellectual capacities, age and racial differences in the specific preventive measures and interventions.
	Prepare ethical codes to regulate the actions of public officials in charge of comprehensive violence and crime prevention policies, including law enforcement officials.
	Encourage the responsible use of social networks and information technologies to disseminate and control community preventive interventions.
b) Promote responsible treatment within the framework of human rights, citizen security and comprehensive prevention agendas.	Respect the culture, traditions, mores and customs of communities based on respect and promotion of human rights, in defining and implementing projects and interventions focused on prevention.
	Encourage political parties to approach public security and comprehensive prevention from a nation-wide perspective and from a technical angle.
	Develop mechanisms to avoid the use of programmes and resources intended for social prevention, for electoral, propaganda and personal advancement purposes.
	Use scientific rigour to analyse proposals to manage situations such as regulating the production and use of illicit drugs, establishing multidisciplinary national platforms with academic institutions and civil society organisations.
	Implement police interventions through the rational use of force to control territories, guarantee good governance and protect vulnerable population groups, in areas affected by extreme violence, as a premise for developing comprehensive prevention interventions.

(continued)

Ethics Aim	
Strategy	Lines of action
c) Establish accountability mechanisms with regard to the management of resources invested in comprehensive prevention programmes, and for the results obtained.	Establish social monitoring or oversight committees to supervise the application of resources in territories or micro regions, in the implementation of comprehensive programmes and projects.
	Communicate to the population the results of comprehensive prevention programmes and projects, and set up technological tools to ensure timely access by citizens to relevant information.
	Develop mechanisms for the timely, frequent and effective disclosure of management actions and results and the impact of specific prevention projects and interventions.
	Encourage the creation of mechanisms that allow citizens to present complaints or allegations regarding shortcomings or inappropriate actions by the authorities.
d) Use scientific evidence to back comprehensive prevention policies and projects, strategies and actions.	Implement policies, programmes and projects based on empirical evidence and which neither place local populations, especially particularly vulnerable groups, at risk, nor aggravate violence in the target territories.
	Prepare policies, plans, programmes and projects based on proven and efficient international design, implementation, monitoring and evaluation standards.



V.7. Regional collaboration

In the last decade, although Latin American countries have been using comprehensive prevention policies, they have been unable to constitute sufficient human resources with the required technical skills to develop coordinated proposals and interventions on a larger scale. Even though progress has been made in the research and creation of

specific data bases, there is still the challenge of systematically improving knowledge management in the region.

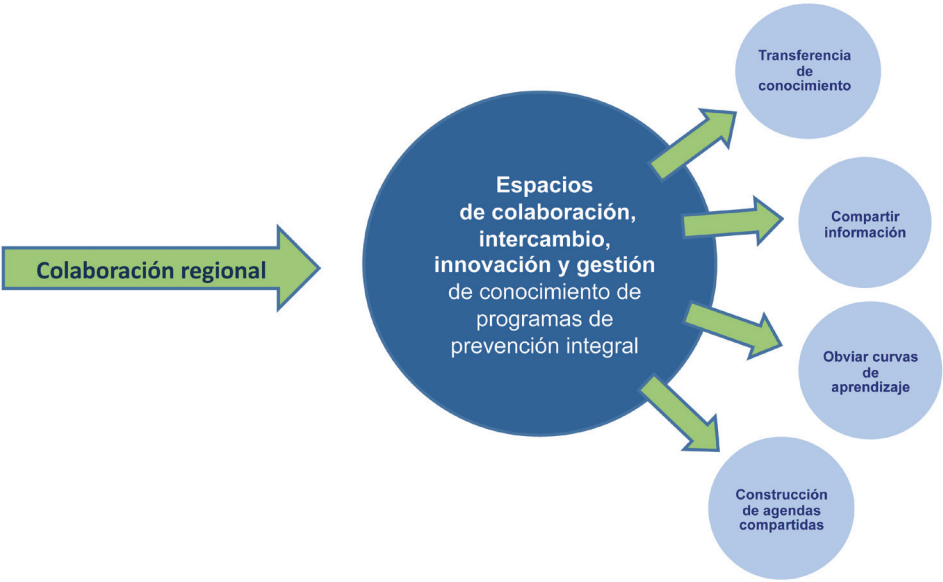
Likewise, the heterogeneous contexts of countries in the hemisphere show that there is no “single” reality regarding violence and crime, no similar capacities of the governments and society when designing policies to mitigate said phenomena.

Nevertheless, similarities have been identified on the common factors that facilitate the onset of delinquency. Consequently, there is a substantial knowledge capital produced in this part of the world that needs to be shared, in addition to a set of international instruments which express the determination of the countries to build a safer Latin America, with full respect for national territorial integrity and the political independence of each State. This knowledge capital is not just about politics, plans, programmes and strategies, but concerns administrative management processes to make public spending more efficient and achieve more results, two highly valuable components that can reduce the learning curves of the Government and society in the search, adaptation, appropriation and construction of their own intervention projects and mechanisms, in order to change the reality of those groups or territories affected by violence and crime.

Regional collaboration	
Aim	
To develop spaces and platforms for regional collaboration, exchange and innovation in the field of comprehensive prevention, aimed at generating and transferring knowledge, effective intervention practices and monitoring and evaluation mechanisms, including those that contribute to the development of shared agendas to stop violence and crime.	
Strategy	Lines of action
a) Strengthen mechanisms for regional integration by promoting a culture of cooperation and technical assistance.	Create a regional council in Latin America for the comprehensive prevention of violence and crime, comprised of representatives of national governments in charge of policies in the field and international organisations such as the OAS, the European Union through delegations present in each country and the Directorate-General for Development and Cooperation, the World Bank, the IDB, WHO, OPS and/or the United Nations through the UNDP, UNODC and UN-Habitat, among others, as well as cooperating parties interested in creating a permanent space for dialogue, knowledge sharing and generation of agreements such as USAID, CIDA, GIZ, AECI, JICA, to name a few.
	Create a technical secretariat or permanent executive body as operative mechanism to guarantee the operation of a network of experts within the regional council, which among other functions, will follow up on agreements and generate protocols, handbooks, guidelines and further documents to support institutional management.

(continued)

Regional collaboration Aim	
Strategy	Lines of action
a) Strengthen mechanisms for regional integration by promoting a culture of cooperation and technical assistance.	Promote the analysis and adaptation of regulatory frameworks, policies, mechanisms and procedures that have impacted the institutionalisation and positive transformation of scenes of violence and crime in countries in the region.
	Set up a regional platform and encourage local research that contributes to the innovation of theoretical, methodological approaches and evidence-based interventions.
	Agree on a mobility and experience sharing programme for public officials and members of civil society, for in-situ knowledge of those projects and interventions that work and are promising.
	Promote the exchange of trainers and training and specialisation programmes through the use of information technologies, with the collaboration of civil society and economic organisations and regional and/or international cooperation.
	Establish multidisciplinary platforms with academic institutions and civil society and economic organisations, for the purpose of analysing new threats to citizen security and better ways of dealing with them from a perspective of prevention.
	Stimulate dialogue and a regional vision of themes that have a multi-sectoral impact on citizen security within countries and from a transnational angle, including better mechanisms to deal with the production and use of illicit drugs, human trafficking and money laundering.
	Develop a regional directory of academic institutions, research centres, civil society organisations and think tanks, to study citizen security and comprehensive prevention topics.
b) Identify and disseminate effective evidence-based practices that can be adapted to differentiated local contexts.	Build and share knowledge between countries of the region and international agencies and organisations that have applied and identified comprehensive prevention policies, programmes, projects and interventions, as well as those that are not recommendable.
	Promote regional surveys on the perception of security, victimisation and prevention, to constantly diagnose and measure violence and crime and their different manifestations.
	Establish an advisory council with experts and specialists in comprehensive prevention from academic institutions and civil society organisations, to contribute to the analysis, monitoring and evaluation of public policies for citizen security.



VI. Comprehensive prevention actors

As stated in above, there are various and different kinds of players contributing to the planning, implementation, monitoring and assessment of national and local public policies for the comprehensive prevention of violence and crime, as well as programmes, projects, measures and interventions aimed at specific and targeted population groups and territories.

The San Salvador Declaration on Citizen Security in the Americas, states in point five:

That public security policies require the participation and cooperation of multiple actors, such as individuals, government at all levels, civil society, communities, the mass media, the private sector, and academia in order to reinforce promotion of a culture of peace and non-violence and respond effectively and in a participatory manner to the needs of society as a whole

In this respect, a holistic conception of prevention requires the concurrent work of public security, prosecution and criminal justice administration institutions, the penal subsystem, legislative power as well as social policy makers, and the different government levels and ranks. It is important to consider that with respect to a State with a federal or centralised system, the municipal or local scope is the natural environment for the implementation and concrete manifestation of social, community, situational and psychosocial prevention initiatives.

Similarly, citizen participation is the cornerstone of the comprehensive prevention approach, understood as the right of people to work together with the authorities, in order to guide and evaluate strategies undertaken to prevent violence and crime in urban and rural communities. This participation should be regulated by the positive judicial order of each of the countries, as it should not be perceived in any way as incorporating illegal groups.

On the other hand, it is clear that in the countries of the region, unequal progress has been achieved in the fulfilment of the goals of each one of the seven processes and the

operating conditions that this Model proposes. In any case, to achieve better results, we have identified the need to generate optimum coordinated schemes between the actors responsible for violence and crime prevention policies, and those with local leaders and the participation of the community, in particular at municipal level.

Although the region generates national policies with a local impact, the programmes and projects are often disconnected in and between the Public Administration management levels. Namely, there are no sufficient and adequate communication channels or feedback areas to allow adjustment and correction, which leads to a loss of part of the acquired knowledge, evidence is not generated and human and financial resources are dispersed and fragmented.

Owing to the foregoing, we are obliged to conclude that comprehensive prevention initiatives require the participation of different actors, sectors and constituted powers of the States, who serve as key players in the success or failure of the processes under review in this Model through joint, coordinated, inter-sectoral, multidisciplinary and transparent work.

Therefore, each of the actors is part of an interconnected system which shares principles and goals to guarantee the full implementation of individual human rights, and more importantly, prevent individuals from becoming victims of violence and crime.



VII. Working conditions

The proposed model includes seven core processes, underlying concepts and principles broken down into aims, strategies and specific action lines, which are also based on the citizen security and comprehensive prevention public policy experiences of the countries of the region and international cooperation organisations.

Nevertheless, to develop the said processes in a suitable and relevant manner, we have identified two basic conditions with their respective components, that are considered essential to certify and ensure the viability of the Model. Namely: political will and technical leadership, under the following considerations.

VII.1. Political will: governance for prevention

Political will does not just refer to an explicit personal compromise of the members of successive governments. It requires leadership at the highest political level, embodied in legal, programmatic and budget instruments and ad-hoc bodies, especially in the presence of the rule of law which requires public authorities to act in accordance with specific legal mandates and to be accountable.

This involves ensuring the sustainability of preventive policies and thereby preventing the slowdown or interruption of successful processes that produce positive impacts, the presentation of which is driven by political circumstances such as the renewal of Public Administration officials and election results, which imply changes in the composition of government agencies.

It also assumes that the operators shall be fully convinced to adopt smart and evidence-based measures, which are implemented in national, sub-national and municipal orders, for both federal and centralised States.

Consequently, political will is manifested in a positive and democratic government through comprehensive prevention which necessarily involves the construction of transparent institutions and processes. This process should be leveraged by the par-

ticipation of the variety of actors present in the society, for the purpose of reducing those risk factors that promote violence and crime.

In light of the foregoing, the action channels and tools below have been proposed:



VII.1.1. Citizen security law or law for the comprehensive prevention of violence and crime

The legal foundation for any public policy must be built on higher order, which stems from the constitutional and legal framework. To this end, it is necessary to establish a special ranking in the area of citizen security and comprehensive prevention of violence and crime.

Accordingly, the legislative instrument shall stipulate the materials, bodies, attributions, sanctions and public, private and social actors, in addition to the mechanisms required to coordinate national and local violence and crime prevention policies.

VII.1.2. Commission for the Comprehensive Prevention of Violence and Crime in Legislative Power

In national and local congresses, there are often government commissions for public security, justice, national security, and more, without any of them specifically managing the theme of violence and crime prevention from a holistic angle.

The participation of a specific group of legislators, members of parliament and/or senators, is fundamental to stimulate the formulation and update of the legislative

agenda for citizen security and comprehensive prevention, and to promote specific national and local budgets for this topic.

Similarly, it should be one of the bodies in charge of supervising the impact and results of the application of resources in the corresponding programmes and projects, thereby fulfilling the functions of the competent legislative body as the external oversight body of the executive and judicial powers.

VII.1.3. National and/or local Citizen Security council.

The comprehensive, multidisciplinary, multi-agency and multi-sectoral design of violence and crime prevention policies compel the creation of a State-level agency as the higher coordination body for preparing and evaluating citizen security policies, with the assistance of the relevant institutions of the three public authorities. To make local order the natural space for implementing prevention policies, similar and functional coordination schemes should be established at sub-national and municipal level.

Thus, as specified in the conceptual and methodological framework, institutions and agencies responsible for the criminal justice system including, the police, prosecutors, judiciary and the penal subsystem, must all contribute to welfare and social development policies, and the new institutions for managing comprehensive prevention policies, as appropriate.

Similarly, the participation of citizens is an essential requirement to identify problems, define, execute, and evaluate comprehensive prevention policies, accordingly they shall participate in decision making at the highest institutional level.

VII.1.4. Multi-year budgets for prevention

Improving the quality of public spending on citizen security policies and prevention of violence and crime entails raising the effectiveness and efficiency of State action by strengthening the capabilities that help them to design public policies based on empirical evidence and promoting an integrated and multi-sectoral social prevention of crime and violence to ensure a shared conceptual framework and an ongoing processes between all linked institutions.

Although public resources for criminal policies have increased substantially in Latin American countries, historically these have been focused primarily on punitive policies instead of an integrated approach to social violence prevention and citizen security, by all related State institutions (Health, Education, Employment, Housing, Security, Justice, etc.).

Public policies in this field require specific and constant investments since the transformation processes that they seek to achieve in individuals, communities and territories, cannot be confined or limited to one fiscal year or budget year.

The functions and powers of sub-national and municipal governments include providing a number of local services. Public security is one of them. Consequently, it is important to consider that there are already certain organisational and budgetary structures to facilitate the implementation of citizen security measures, so it is possible to state that local governments have the resources and means that could be reoriented towards the ultimate goal of comprehensive prevention of violence and crime.

In addition, national and local budgets should include specific items intended to finance social, community, situational and psychosocial prevention programmes, projects, measures and interventions.

The management of said budgets cannot be limited to formalistic administrative criteria for its execution, as would be the obligation to exercise them during the corresponding financial year. Comprehensive prevention activities cannot be restricted to fatal periods on the calendar.

Likewise, evidence has shown that interventions focused on specific groups, problems, territories and needs, can be financed through public and private co-investment schemes. International cooperation agencies and organisation and countries of the region should implement a more in-depth analysis of these schemes.

VII.1.5. Cabinet/Commission/ or Committee for the Comprehensive Prevention of Violence and Crime (inter-sectoral and multidisciplinary)

Public policy requires coordinating, supplying and agreeing on programmes, capabilities, resources and work of institutions and departments of the public security and criminal justice system, as well as those responsible for social development at the national and local levels, along with those of citizen security and comprehensive prevention bodies.

In this way, it is essential to create a communication space for planning joint and transversal work, which will be specifically monitored by the national and/or local leading agency in charge of the social prevention of violence and crime.

Such bodies should have clearly-defined functions, in order to avoid duplicating actions and ensure that their participation does not become entail an additional workload.

VII.2. Technical leadership: management for prevention

The contemporary world can be described as a knowledge society that implies the obligation for governments to focus on adopting public policies based on empirical evidence. Therefore, the formulation of comprehensive prevention programmes should be based on the specific rigorous methodological parameters of the different disciplines of social sciences and others to technically strengthen interventions.

In this sense, the decision makers of public policies should seek advice and support in groups of experts in relevant matters relating, which must lead to the training of individuals specialized in information design and management and evaluation of specific projects and interventions, both in the specific structures of public administration and relevant organizations of civil society.

Modern administrative management involves starting from the baseline, boosting treatment and control groups, collecting and analysing data from various sources and latitudes and, in a virtuous circle, systematising this information to generate efficient and effective knowledge that is reflected in learning and strengthening of the capacities of operators and institutions, in order to innovate and develop best practices to positively transform the realities of individuals and communities affected by violence and crime.

For these reasons, national and / or local governments have to rely on the performance channel and tool proposed below, and which, within the framework of international cooperation, could be articulated and connected to enhance skills and knowledge, and reduce learning curves at regional level.

VII.2.1. Centre/Platform or Institute for Development and Innovation in the prevention of Violence and Crime

As part of the national institution responsible for the comprehensive prevention policies, it is important to have a research, innovation and excellence agency geared towards the generation of knowledge and transformational solutions to improve interventions in territories and areas affected by violence and crime.

Thus, it would be in charge of analysing the phenomena associated with violence and crime to identify areas of risk, vulnerable groups, victims and victimisers; propose measures for prevention and control of these facts, in addition to studies, surveys and research practices that work or with potential to provide technical assistance to municipalities and communities in the design and implementation of projects and specific interventions, among other related activities.

Such an agency would include government agencies, academic and research institutions and civil society organizations.

VII.2.2. National information system for comprehensive prevention

Generating knowledge assumes the prior existence of data and information bases that are constantly populated and operated thanks to new communication and information technologies. For it is unavoidable to form a national system with media locally, to concentrate and articulate records system institutions of public security and criminal justice, responsible for implementing the policies of social development, the characteristics of citizen security, and all that national, state or municipal source contribution to support rigorously diagnostics, planning and decision making for the comprehensive prevention of violence and crime.

The system must be managed by technicians with the necessary training in new technologies and skills for the proper collection, storage, handling, systematisation and analysis of the information, at the service of all the actors contributing to the governance of prevention.

In this vein, and based on national systems, a collection of specific prevention indicators would be developed, to augment the efforts already made. It should be possible to adapt these indicators at regional level in order to build in the hemisphere a catalogue of consistent information for analysing violence and crime and monitoring and evaluating prevention programmes. This catalogue must be objectively reviewed, together with perception, prevention and victimisation surveys to develop a standardised and realistic mapping of the relative phenomena.

VIII. Corollary

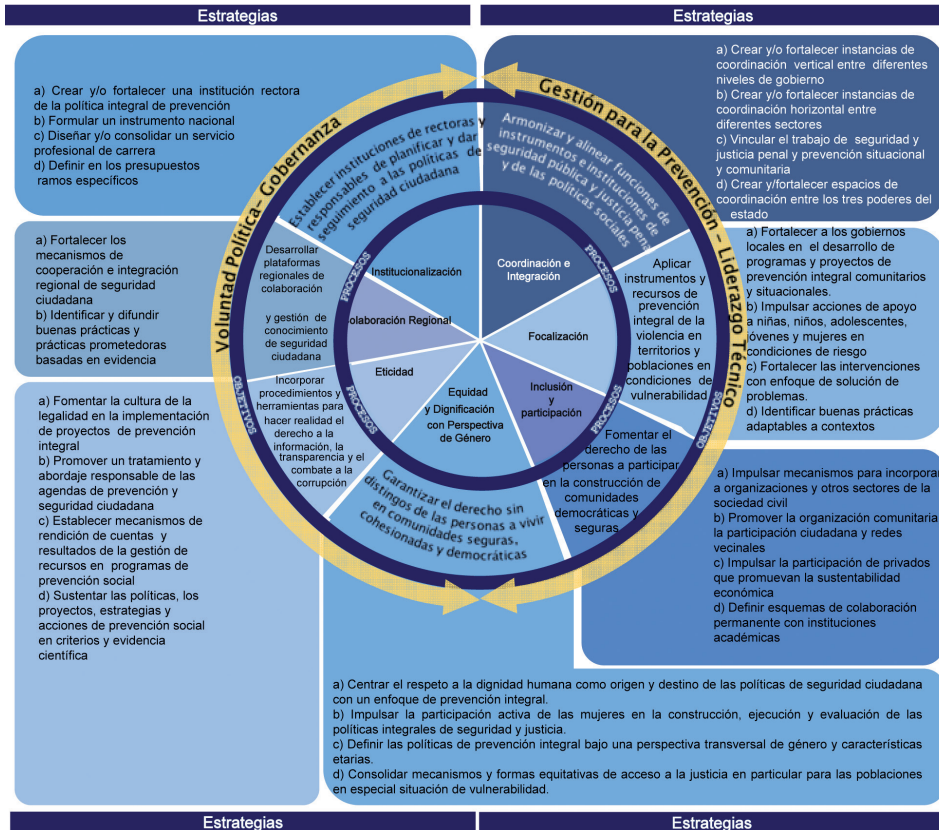
The proposed model is not binding. It provides flexible and adaptable recommendations, that endeavour to translate the set of theories, concepts, principles and experiences in the comprehensive prevention of violence and crime, as well as the concerns of governments that have been part of the EUROsociAL programme. It presents processes that should serve as a roadmap to strengthen institutional structure and manage, more smartly and more efficiently, violence and crime prevention programmes and projects in the region.

There is abundant information with empirical evidence from numerous open sources on those specific practices that are effective, promising, unsubstantiated and undesirable. This paper does not intend to reproduce or describe the same, which in any case, would require special analysis to review and assess their components and impacts.

The structure of this Model has allowed in-depth review of the particular features of political capabilities and institutional contexts of governments. After the different stages of development, the countries reasserted their conviction to build schemes and methodologies that facilitate the consolidation of structures aimed at solving specific problems in the prevention management and institutional strengthening.

It is important to stress that the dialogues between representatives of countries and international organisation focused more on what they had in common than on their differences. They have a common goal: return to a safe region, but more importantly, with sustainable human development.

VIII. 1. Outline of the Policy Model: processes and strategies



IX. Conceptual framework

The purpose of this section is to review major scientific models, theoretical paradigms and principles that have been developed to interpret and address the phenomenon of violence and crime, as well as the practical experience gained through the transversal work associated with the Citizen Security Pillar of the EUROsociAL programme.

Additionally, this exercise also means the review of the standard, institutional, programmatic and budget frameworks of eight countries: Colombia, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Panama and Uruguay, as well as the specific strategies and interventions linked to citizen security and the prevention of violence and crime in the region. All the above for the purpose of complementing the conceptual landscape and recognising the status of things and progress made with respect to these issues.

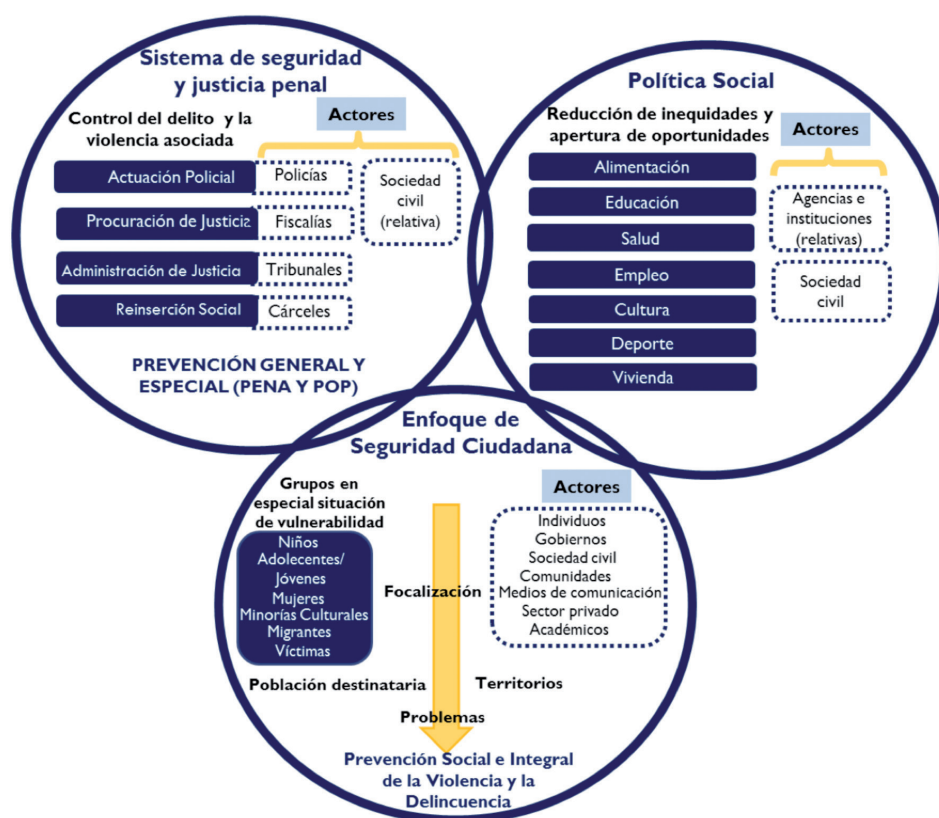
Likewise, considering that the countries participating in this regional effort are part of international organisations built to promote harmonious coexistence among the nations of Latin America, they can neither overlook the documents issued by the United Nations Organisation (UN) and the Organisation of American States (OAS), which have important declarations and proposals for developing public policies to build safer communities.

Consequently, we propose a shared reference framework and the use of a common language between the various actors working on the agendas associated with citizen security, criminal justice and social development.

IX.1. Background

There is widespread consensus on the belief that without security and justice it will be impossible to achieve economic progress, sustainable development and democratic and inclusive societies. Violence and crime are harmful to governments, societies and individuals; they undermine democratic systems, hamper development, affect the economy, deteriorate social welfare, prevent the effective implementation of individual and collective rights and destroy the life projects of persons and communities.

In this sense, there has been recognition of the limitations of traditional policing and the criminal justice system to dealing with problems related to violence and delinquency, being primarily reactive and acting after the violation of the rights of persons (UNODC, 2011: p. 20). Thus, the recent reforms undertaken by some countries in the region in relation to the criminal justice system - in particular the adoption of adversarial, accusatory and oral-process - should not be limited to strengthening the institutional capacities of law enforcement, prosecution, justice and reintegration operators, because at the same time, a boost should be given to the joint work with government agencies that contribute to the provision of community services and able to support efforts to repair the damage, rehabilitation and family and social reintegration for victims and offenders.



Similarly, a large part of the etiology of the antisocial behaviour of individuals and the breakdown of the social fabric can be explained by the structural problems related to the educational backwardness and access to food and health, the difficulties of families in playing their role, conflicting community environments, migration in precarious situations, poor quality and living spaces and basic infrastructure and insufficient

employment opportunities, cultural and health recreation, among other things. Such risk factors must be addressed and resolved through public policies implemented by institutions responsible for promoting peaceful coexistence and social development and political governance.

In this regard, exclusive policing, prosecutors and courts is not enough to build safer communities and an intelligent control of violence and crime, because this challenge demands the inclusion of actors and programmes in the field of social policy under citizen security perspective and comprehensive prevention, as identified in the chart on the previous page.

IX.2. Towards a shared reference framework and common language

In the last decades, governments of the region, international organisations, civil society and academic sector organisations, have generated a large capital of knowledge related to insecurity, violence and crime, as well as the State's response to such problems. However, there are similarities and differences in both the concepts used to define those challenges, and in institutions, actors, and procedures devised for its management mechanisms, so it is necessary to establish a common language that brings together the different approaches to citizen security and comprehensive prevention.

Similarly, by enrolling in the field of social sciences it is recognised that the theoretical and conceptual constructions in the field are non-limiting declarations, since they are in constant evolution and improvement and are not final, static and unmovable because the causes of the phenomena to address are dynamic and are constantly changing, as are the nature of societies and political, economic, social and cultural contexts in which they generate.

In this regard, in the following sections present a summary of the main concepts associated with citizen security and the prevention of violence and crime are reviewed, in order to have a framework that allows definition of the scope and limitations of the Regional model.

IX.3. Violence, crime and insecurity

This document is focused on the two core categories of violence and crime. Although both constitute threats to life and the physical and patrimonial integrity of people, they should be understood as separate analytical categories, given that not all crimes are violent nor all acts of violence classified as criminal by law.

Crime, which is defined as the action or omission punishable by criminal laws, continues to be the substantive part of the public security system and criminal justice. Violence is a much broader category and is understood in the terms used by the World Health Organisation as “the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal-development or deprivation” (WHO, 2002: pp 3).

It also involves two concepts with heavy burdens associated with historical, social, moral and even religious codes, determined by each region, sub-region, country and community codes, which cannot be ignored.

In this sense, behind the violence and crime are multiple causes and roots that transcend individual, family, community, social and structural levels, that constantly interact, where a single cause or risk factor is not decisive for the generation of anti-social behaviour. These are multidimensional phenomena caused by various causes and that intersect and strengthen each other in most occasions.

In addition, insecurity entails an additional management burden for governments as they confront violence, crime and its causes, it must balance sensitive issues such as perception and its subjective nature linked with fright or fear, with the objective and numerical magnitude of criminal records, which do not always find a proportional relationship.

Therefore, we must recognise that violence and crime can produce feelings of fear and distrust, both direct victims of these acts and indirectly those close to the victims, affecting the way people develop and relate to their environment.

The perception or feeling of insecurity is the subjective dimension of citizen security that may affect social cohesion in communities.

IX.4. Paradigm shift: from public security to citizen security

In Latin American countries, there have been various approaches to the notion of safety, which ranges from traditional features related to public security to more comprehensive features associated with human safety and citizen security. Equally, we encounter other approaches such as democratic safety and multi-dimensional safety, as well as the perspective of national safety in democratic environments.

However, for the purposes of this document, we will contextualise in particular the transformation from public or traditional safety to citizen security, since the latter concept recognizes the multiple causes and multidimensionality of violence and

crime, and assumes that the same treatment should be comprehensive and systemic, emphasizing preventive strategies in balance with reactive or control strategies.

Thus, in recent decades, the traditional definition of security has undergone major changes, mainly due to the systematic failure of repressive and “tough” policies in the region and increased levels of violence and crime. Therefore, in light of increasingly deterioration of public security and the inability of States to guarantee such safety, and the absence of comprehensive policies to prevent and control crime and reform the sector’s institutions, there has been a paradigm shift to citizen security.

The term citizen security began to be used in Latin America, especially since the nineties in the last century, through studies of various global programmes promoted by international cooperation agencies, such as the Inter-American Development Bank (IDB) the Safer Cities UN-Habitat and the ICPC (International Centre for Crime Prevention), and World Health Organisation’s (WHO) programmes for crime prevention and violence and the Pan American Health Organization Program (PAHO), among others (Ribeiro, 2010).

The concept of citizen security seeks to consolidate the idea of public, democratic and comprehensive security, giving much importance to the prevention of violence and crime, to civil society participation, the notion of community or social proximity police and respect for human rights.

In this way, the perspective of citizen security is underpinned by the idea that positive interpersonal cohabitation significantly improves the security situation. Thus, the State has to guarantee the exercise of citizenship, understood as the power of people to live in an inclusive community where rights and duties are respected and fulfilled respectively. It also involves the participation of multiple actors with a role to accomplish. They include central, sub-national and local authorities, thus guaranteeing a multi-level approach when intervention is required. On the other hand, mass communication media, civil society, academic centres and the private sector should be involved and made part of these processes.

From this approach, three cardinal dimensions have been identified for citizen security. The first stresses the condition of living free of the threat of violence and crime. The second introduces a human-centric approach to decisions taken by governments to guarantee the first dimension. Lastly, people and their communities stop being passive subjects of security and prevention policies and become co-producers of those policies.

In this way, the individual remains at the core of any citizen security prevention action, who becomes the critical link between the rationality of prevention and the foundation of human rights. Governments and their public policy oversight entities

are charged with promoting, balancing and guaranteeing, in an coordinated manner, solutions to violence, crime, insecurity, while always respecting the human rights, not only of the parties to the conflict but of the society at large.

In the case of most countries in the region that served as a sample for reviewing the institutional approaches used, prevention, explicitly or implicitly, is considered as an essential element of security features, which must be directed to the generation of peaceful and calm environments conducive to the exercise of the fundamental rights and freedoms of individuals. On this basis, regardless of the adjective accompanying the term security, it is possible to identify a mandate to build comprehensive policies with the participation of citizens.

Finally, based on the above considerations, it is possible to conclude that the construction of citizen security in the region should not focus solely on crime control. This means that we should also focus on the implementation of comprehensive public policies aimed at improving the quality of life of people, guaranteeing respect for human rights and promoting social cohesion through strategies that, under a social prevention approach, help to strengthen the work of security and criminal justice system institutions, with the incorporation of targeted tools and resources of social policy and citizen participation.

IX.5. Prevention of violence and crime as a citizen security pillar

As mentioned earlier, one of the essential goals of citizen security is the prevention of violence and crime. Therefore, some frequently-used terms and concepts are clarified below, as well as the main explanatory approaches, which have been mostly used as a reference framework for the Model.

We can identify two types of prevention, from the criminal dogmatic perspective, general and special. General prevention focuses on criminal law as a means of intimidating citizens and preventing them from committing crimes against the threat of punishment (negative), in order to strengthen the confidence of individuals in laws and contribute to the rule of law (positive). While special prevention focuses on the delinquent subject and on the application of the sentence or punishment as a mechanism for rehabilitation (positive) or neutralisation (negative) and thus prevent a repetition of the behaviour.

On the other hand, and separately from the judicial vision, other theoretical advances have been put forward from the angle of social sciences and public health: ecological model and epidemiological approach, respectively. Similarly, there are strategies to reduce inequalities and open up opportunities: social prevention, situational prevention and environmental change (Crime Prevention Through Environmental Design or CPTED).

The human ecological dimension is promoted by the World Health Organisation, both to analyse violence and to prevent it, in accordance with the classification of its distinctive types. Accordingly, the model recognises three levels: individual (self-inflicted violence), interpersonal or relational (family, espousal or community violence) and collective (social, political and economic violence). It entails incorporating causal explanations of various kinds, based on the idea that human beings are immersed in a combination of relationships that can be seen as interlinked systems or ecosystems. From this perspective, the various systems are interconnected and the individual is at the centre of those impacts, thereby setting aside individual and isolated interpretations of violence to move to a comprehensive and social analysis of the phenomenon of violence (Frías-Armenta *et al.*, 2003).

Meanwhile, epidemiological theory stems from a public health approach and seeks to identify the causal factors to violence to propose preventive intervention strategies, centred on risk and protection factors. It recognises violence as a multi-causal and plural process that should be understood and dealt with from a comprehensive viewpoint. Distinguishes between various levels starting with the primary level, general and early prevention; secondary level, treatment of at-risk groups, and tertiary level, so-called late prevention which seeks to rehabilitate and reintegrate agents of violence and crimes.

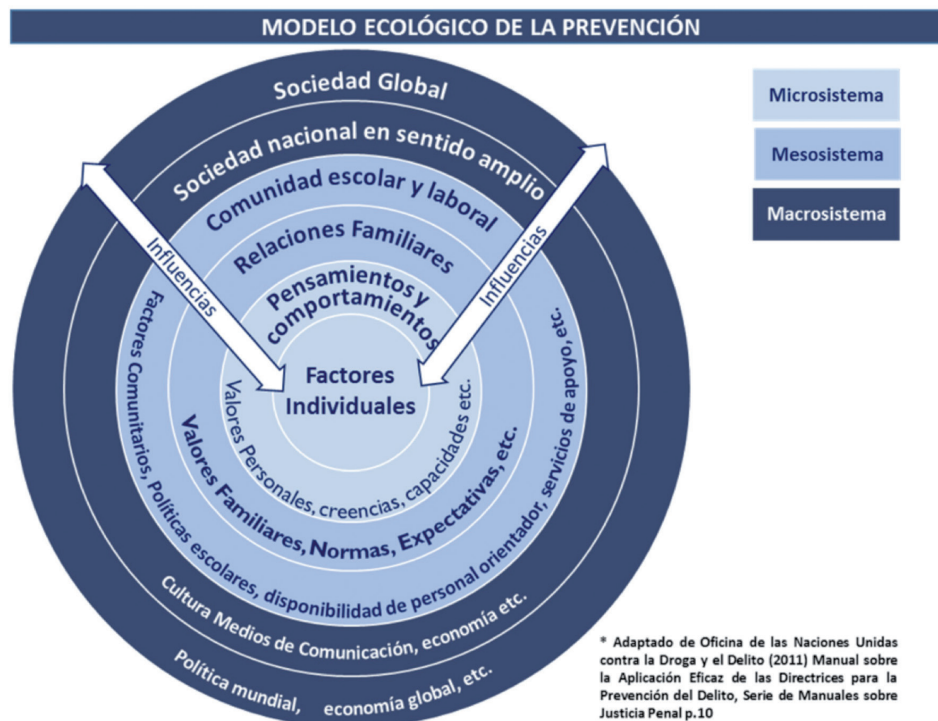
Risk factors may be local (contingent events such as access to drugs and weapons) or structural (related to poverty and marginalisation); or may be defined as individual factors (childhood violence, abuse or assault), social (parental behaviour and school environment), and contextual (lack of opportunities) (Lunecke, 2004).

The slope of the ecological approach identifies public spaces that provide opportunities for the occurrence of crimes and increased risks associated with rapid social change that articulate accelerated processes of disorganization and breakdown of regulatory frameworks, which give rise to the emergence of deviant behaviour and violence (Dammert and Lunecke, 2004), especially when communities do not have enough social cohesion to assimilate the changes positively.

From this approach, the importance of social issues in the emergence of crime is recognized and it is argued that the community itself, by applying informal control measures, can be a barrier to prevent social deterioration during periods of crisis. The most relevant thesis is that “the physical and social characteristics of determined spaces [primarily] urban (...) generate criminality and explain, in addition, the geographical distribution of crime by areas and zones” (Garcia-Pablos de Molina, 1998).

Accordingly, the conditions of modern urban life are seen as causes of crime, aside from the risk that goes with the combination of delinquency and poverty, in

addition to labelling those groups traditionally affected due to their vulnerable condition through exclusion, marginalisation or inequality, such as both male and female children, women, youngsters, indigenous people, cultural minorities, migrants and victims among other sectors of the population (Muggah, 2012).



Finally, it stresses that the approaches described above are based on the idea that, in order to prevent violence and crime, it is important to recognise that it is related to multi-causal and multi-dimensional phenomena, which then requires the identification of the segment-based factors that generate, trigger, strengthen or boost them, such as cultural and historical contexts of the communities themselves.

In this sense, it is important to stress that most of the countries consulted while preparing this Regional Model, have adopted comprehensive prevention as one of their key strategies for developing citizen security, and have accordingly incorporated it into their legislative and programming plans. With certain homogeneity, prevention ranks as an institutional goal, understood as the reducing, controlling or neutralising risk factors or conditions that favour the emergence of violent or criminal phenomena.

Undoubtedly, the fact that these prevention inclusive definitions are incorporated into such instruments represents a major step in the consolidation of citizen security

strategies for the region; in addition, the use of a common language facilitates communication and fosters the integration of mechanisms for cooperation and exchange of best practices.

In particular, most Latin American countries have adopted the concept of social prevention at distinctive intervention levels (primary, secondary and tertiary), which seeks to avoid the commission of crime by striving to reduce personal or psychosocial and social risk factors. The latter are often structural in nature such as exclusion and marginalisation, that may lead an individual to adopt anti-social behaviour.

Equally, situational and community prevention strategies have been incorporated. The first with the primary goal of reducing opportunities to commit crimes, covering a range of initiatives including those aimed at the general population, targeting at critical points, formal and informal monitoring and improvement of urban design to deter possible offenders; and the second, understood as one that combines elements of both areas, social and situational, whose most defining characteristic has been local participation (Daémert and Lunecke, 2004)

IX.6. International violence and crime prevention principles.

The Crime Prevention Guidelines (Ecosoc, 2002/13, visible in the UNODC: 2011) established eight principles that public institutions have to consider and fulfil when designing and implementing its prevention strategies.



The principles refer to a standard for developing policies (UNO-DC, 2011: p.23-24), which calls on governments to play their role of fostering security achieved through

a balanced mix of integration plans and relevant social and economic programmes to prevent and / or reduce situations of particular vulnerability in communities, families and individuals, with the implementation of intelligent strategies and actions to control violence and crime.

Such plans and programmes should be characterised by a solid foundation of multi-disciplinary knowledge about the problems, causes and best practices applied to obtain results, and recognising the link between national and transnational criminality.

In addition, the Handbook on Crime Prevention Guidelines, Making them work, prepared by the United Nations Office on Drugs and Crime (2011), offers “main considerations” to be taken into account in planning and executing preventive strategies and interventions.

Both the Economic and Social Council and the United Nations Office on Drugs and Crime, have systematically drafted additional specific documents, some within the framework of the United Nations Congresses on Crime Prevention and Criminal Justice, and others through ad-hoc resolutions. Similarly, various authorities in the matter and multilateral agencies such as the World Health Organisation, the World Bank, the InterAmerican Development Bank, the International Centre for the Prevention of Crime and the European Union (through its EUROsociAL programme), among others, from their areas of competence have contributed to strengthening governments through reports, manuals, diagnostics and programmes that are already international benchmarks.

Meanwhile, UN-Habitat (2010: p. 97) indicates that an integrated approach to prevention is determined based on the recognition and understanding of insecurity, violence and crime as a multidimensional phenomenon in its structural, psycho-social, economic, legal, judicial, political and cultural nature, which requires the design of an inter-sectoral strategy and actions to tackle the problem in all its expressions.

In the same context, the Organisation of American States, as a regional organisation, has been mindful of the importance of safety and, in particular, the increasingly inclusive notion of a citizen-centric security.

Thus, on 7 June 2011, the foreign ministers and heads of delegation of the member states of the OAS declared that:

(...) 4. (...) the individual is the centre of citizen security, understood in the field of public security and therefore should be an integral part in the definition and implementation of ways to build communities and safer, sustainable and cohesive societies with their democratic aspirations and socio-economic and cultural development.

(...) 6. *The importance of strengthening the capacity of the State to promote comprehensive long-term public security policies, with gender mainstreaming, bearing in mind the needs of groups in vulnerable situations, including the promotion and protection of human rights and adapting, when necessary, the respective legal frameworks, structures, programmes, operating procedures and management mechanisms.*

7. *The need to continue implementing policies and actions in prevention, law enforcement, social rehabilitation and reintegration to ensure a comprehensive approach to combat crime, violence and insecurity, in order to promote public security.*

Similarly, the Declaration on Security in the Americas (OEA/Ser.K/XXXVIII, CES/dec.1/03 rev. 1, 28 October 2003) reasserts that the commitment of countries and the *raison d'être* of security is to protect the human person, integrate a gender perspective into all policies and measures, and strengthen inter-sectoral and multidimensional responses in partnership with the private sector and civil society, as some of its key components, in order to contribute to social justice and sustainable development.

The chart below shows the goals of the Latin American Action Plan for following up on the Declaration on Citizen Security in the Americas



It also reiterates that the Meeting of Ministers of Justice or other Ministers, Prosecutors or Attorney Generals of the Americas (REMJA), is an important and effective forum for dialogue and mutual understanding, trust and cooperation in the formulation of policies to address the problems that threaten security.

Under the First Meeting of Ministers Responsible for Public Security in the Americas (MIS-PA I, 2008), Member States pledged to address crime, violence and insecurity “jointly, severally, preventively, comprehensively, coherently, effectively and permanently”, because of its negative effects on democracy, peace, security, human rights, development and cooperation in the region, according to the Report on Citizen security and human rights prepared by the Inter-American Human Rights Commission (2009).

It is the San Salvador Declaration on Citizen Security in the Americas (AG / DEC.66 XLI-O / 11, 7 June 2011) the instrument embodying regional aspirations through general precepts that draw the attention of governments to full commitment, permanent action, cooperation and multidimensional coordination, and the need to continue implementing coordinated policies and actions, regarding both comprehensive development in the area of prevention, law enforcement, rehabilitation and social reintegration, and access to justice. Derived from the above, the Hemispheric Action Plan to follow up on the San Salvador Declaration on Citizen Security in the Americas (OAS / Ser. G, CP / doc. 4708/12, May 3, 2012) was established as the guide to implementing the Declaration.

Meanwhile, at the sub-regional level, countries are more robustly consolidating spaces for dialogue, exchange and coordination on various issues, including security. The South American Council on Citizen Security, Justice and Coordination of actions against Transnational Organised Crime of the Union of South American Nations (UNASUR), advocates South-South dialogue on specific threats in the region to design and implement joint actions.

In the same vein, the Central American Integration System (SICA), in charge of the most important aspects of the agenda of signatory countries, has set up the Central American Security Commission in accordance with the Framework Treaty on Democratic Security, which recognises the multidimensional nature of security and its threats, including extreme poverty and social exclusion. The Committee relies on several sub-committees to fulfil its duties, including the Committee on the Prevention of Violence and public security.

In short, both legal and programmatic national and international order instruments have provided a set of definitions, concepts and principles that guide and give meaning to public policies on citizen security with a holistic approach to the social prevention of violence and crime, which were appropriately taken into account while preparing the Regional Model and its supporting working processes and conditions.

REGIONAL MODEL FOR A “COMPREHENSIVE VIOLENCE AND CRIME PREVENTION POLICY”	
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