

HONDURAS

PEACE AND CITIZEN COEXISTENCE PROJECT FOR THE MUNICIPALITIES OF THE SULA VALLEY

(HO-0205)

LOAN PROPOSAL

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BASIC SOCIOECONOMIC DATA

For basic socioeconomic data, including public debt information, please refer to the following address:

English:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

Spanish:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

ABBREVIATIONS

AOPs	annual operating plans
CDRPC	Comité Directivo Regional de Paz y Convivencia [Regional Executive Committee for Peace and Coexistence]
CMPC	Comité Municipal de Paz y Convivencia [municipal peace and coexistence committee]
CNSP	Consejo Nacional de Seguridad Pública [National Public Security Council]
DFID	Department for International Development, United Kingdom
DIEM	Dirección de Investigaciones y Estadísticas Municipales [Municipal Research and Statistics Directorate]
DISEPROFAM	División Regional de Servicios de Protección de la Familia [Regional Family Protection Services Division]
GDH	Gerencia de Desarrollo Humano [Human Development Office]
ICITAP	International Criminal Investigative Training Assistance Program
IHNFA	Instituto Hondureño de la Niñez y la Familia [Honduran Child and Family Administration]
INFOP	Instituto Nacional de Formación Profesional [National Vocational Training Institute]
INMUDE	Instituto Municipal de Deporte [Municipal Sports Institute]
MSPS	Municipalidad de San Pedro Sula [Municipality of San Pedro Sula]
OPC	Oficina de Paz y Convivencia Ciudadana [Peace and Citizen Coexistence Office]
PAHO	Pan American Health Organization
RVS	Región del Valle de Sula [Sula Valley Region]
SIDA	Swedish International Development Agency
SISC	Sistema Integrado de Información de Seguridad Ciudadana [integrated citizen security information system]
UCPDM	Unidad Coordinadora del Proyecto de Desarrollo Municipal de la MSPS [Coordinating Unit of the MSPS Municipal Development Project]



Honduras

Tentative Lending Program

2003

Project Number	Project Name	IDB US\$ Millions	Status
HO0205	Sula Valley Citizenship Security	20.0	
HO0221	Program to Foster Business Competitiveness	10.0	
HO0212	Poverty Reduction Sector Program	30.0	
HO0219	Financial Sector Program	25.0	
HO0192	Credit Global Program	30.0	
HO0220	Poverty Alleviation and Local Dev. phase II	35.0	
HO0218	Pro-Bosque Program	20.0	
Total - A : 7 Projects		170.0	
HO0208	Strengthening of Fiscal Management	10.0	
HO0202	Vocational and Technical Education Program	34.0	
Total - B : 2 Projects		44.0	
TOTAL 2003 : 9 Projects		214.0	

2004

Project Number	Project Name	IDB US\$ Millions	Status
HO0174	Sanitation and Water Investment Complem.	14.0	
HO0197	Poverty Reduction Program focusing on Indigenous peoples and Afro descendants	10.0	
HO0207	Roads Rehab and Sustainability Fase I	50.0	
HO0222	Social Protection Program	30.0	
Total - A : 4 Projects		104.0	
TOTAL - 2004 : 4 Projects		104.0	
Total Private Sector 2003 - 2004		0.0	
Total Regular Program 2003 - 2004		318.0	

* Private Sector Project



HONDURAS

IDB LOANS

APPROVED AS OF DECEMBER 31, 2003

	<i>US\$Thousand</i>	<i>Percent</i>
TOTAL APPROVED	2,300,484	
DISBURSED	1,859,250	80.8%
UNDISBURSED BALANCE	441,234	19.2%
CANCELLATIONS	164,159	7.1%
PRINCIPAL COLLECTED	644,404	28.0%
APPROVED BY FUND		
ORDINARY CAPITAL	530,367	23.1%
FUND FOR SPECIAL OPERATIONS	1,701,997	74.0%
OTHER FUNDS	68,120	3.0%
OUTSTANDING DEBT BALANCE	1,214,846	
ORDINARY CAPITAL	182,041	15.0%
FUND FOR SPECIAL OPERATIONS	1,032,424	85.0%
OTHER FUNDS	380	0.0%
APPROVED BY SECTOR		
AGRICULTURE AND FISHERY	293,528	12.8%
INDUSTRY, TOURISM, SCIENCE TECHNOLOGY	72,173	3.1%
ENERGY	409,310	17.8%
TRANSPORTATION AND COMMUNICATIONS	397,782	17.3%
EDUCATION	71,293	3.1%
HEALTH AND SANITATION	259,984	11.3%
ENVIRONMENT	79,885	3.5%
URBAN DEVELOPMENT	152,356	6.6%
SOCIAL INVESTMENT AND MICROENTERPRISE	305,337	13.3%
REFORM PUBLIC SECTOR MODERNIZATION	225,618	9.8%
EXPORT FINANCING	6,908	0.3%
PREINVESTMENT AND OTHER	26,309	1.1%

* Net of cancellations with monetary adjustments and export financing loan collections



INTER-AMERICAN DEVELOPMENT BANK
Regional Operations Support Office
Operational Information Unit

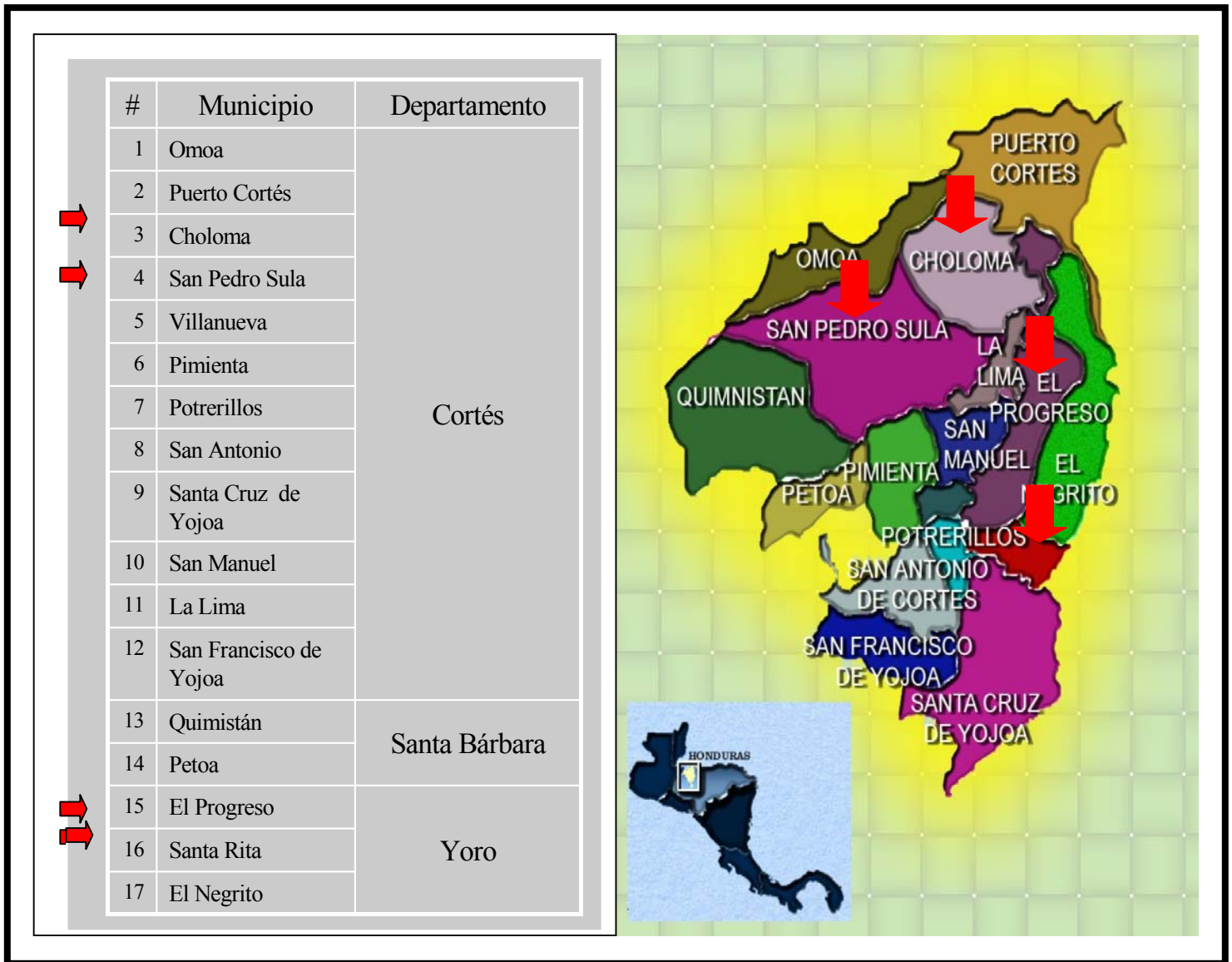
HONDURAS

STATUS OF LOANS IN EXECUTION AS OF DECEMBER 31, 2003

(Amounts in US\$ thousands)

APPROVAL PERIOD	NUMBER OF PROJECTS	AMOUNT APPROVED *	AMOUNT DISBURSED	% DISBURSED
<u>REGULAR PROGRAM</u>				
Before 1996	3	38,900	29,684	76.31%
1996 - 1997	3	39,880	21,587	54.13%
1998 - 1999	8	252,416	130,453	51.68%
2000 - 2001	17	264,912	43,862	16.56%
2002	7	66,100	0	0.00%
<u>PRIVATE SECTOR</u>				
2002	1	13,700	0	0.00%
TOTAL	39	\$675,908	\$225,586	33.38%

Municipalities of the Sula Valley and Level of Vulnerability to Violence



A = Very highly vulnerable

B = Highly vulnerable

C = Moderately vulnerable

The project's activities and their intensity will vary according to the degree of vulnerability of each municipality and geographic area.

**PEACE AND CITIZEN COEXISTENCE PROJECT FOR
THE MUNICIPALITIES OF THE SULA VALLEY**

(HO-0205)

EXECUTIVE SUMMARY

Borrower:	Republic of Honduras	
Executing agency:	Municipality of San Pedro Sula	
Amount and source:	IDB (FSO):	US\$20.0 million
	Local:	<u>US\$ 2.2 million</u>
	Total:	US\$22.2 million
Financial terms and conditions:	Amortization period:	40 years
	Grace period:	10 years
	Disbursement period:	3 years minimum, 5 years maximum
	Interest rate:	1% for the first 10 years and 2% thereafter
	Inspection and supervision:	1%
	Credit fee:	0.5%
	Currency:	U.S. dollar
Objective:	The main objective is to improve the levels of peace, coexistence and citizen security in the 17 municipalities in the Sula Valley Region, contributing to a reduction in insecurity and violence among young people from 12 to 25 years of age, through comprehensive activities for crime prevention and institution-building for municipalities and security institutions, protection for youths and promotion of human development.	
Description:	The project will contain the following four components to achieve its objective:	
	<p>A. <i>Institutional strengthening.</i> The different institutions responsible for security, human development and the social prevention of violence and delinquency, and the municipalities and representative organizations of the communities involved in the project will be strengthened and their effectiveness improved, so they can perform their functions more efficiently.</p>	

Institutional support will be provided for: (i) the Municipality of San Pedro Sula (MSPS) in project coordination, execution and supervision; (ii) the municipalities of the Sula Valley Region (RVS) in matters related to citizen security and coexistence;¹ (iii) community networks, particularly of young people, through the establishment of municipal peace and coexistence committees; training; awareness building for community members and promotion of volunteer work; (iv) implementation of an integrated information system that compiles and consolidates information from primary sources (police, forensic services and the public prosecutor's office) and allows for adequate planning of security activities; and (v) introduction of a follow-up and monitoring system, based on the indicators in the logical framework, to track the project and allow for any necessary corrective measures.

B. ***Social prevention of violence and juvenile delinquency.*** Seeks to coordinate and strengthen preventive activities and provide better opportunities for the social integration of youths, through a participative and coordinated strategy involving sustainable preventive activities, with extensive community participation. The following subcomponents are included:

1. **Promotion of the positive development of vulnerable youths.** Will help to correct the causes and risk factors² that are most likely to lead to violent and delinquent behavior by vulnerable youths between the ages of 12 and 25.

Four areas of intervention are included: (i) *prevention of violence and delinquency in schools* through support for comprehensive activities within the school community; (ii) *promotion of the positive use of free time* through social integration and inclusion activities in the highest risk areas of the participating municipalities, by means of sports, recreational, cultural and artistic activities; (iii) *comprehensive assistance for vulnerable youths* by means of the establishment of a regional community center for violence prevention and assistance through advisory services and psychological, medical and legal

¹ Strengthening for the municipalities of the RVS will consist of: (a) training in municipal management for prevention and in the formulation and management of projects for violence prevention and citizen coexistence; (b) special consulting services to organize and formulate processes and procedures for the management and execution of project components; (c) monitoring and evaluation systems; (d) information systems; and (e) office equipment and supplies for the project's preventive and assistance activities.

² Loss of moral and civic values, unemployment and frustration over the lack of opportunities for human development, family breakdown, lack of identity and low self-esteem, overcrowding, alcohol and drug addiction, among others.

guidance for vulnerable youths and their families; and (iv) *job training and promotion of youth employment* through a training program for vulnerable youths that responds to a study of labor market demand in the most vulnerable communities of the RVS.

2. **Promotion and new directions for human development for the at-risk population.** Seeks to encourage the social integration of youths belonging to street gangs and young offenders, bringing about a change in their attitudes and values. Will help to attenuate the effects of domestic abuse. Three areas of intervention are included:
 - (i) ***Comprehensive assistance for at-risk youths and young offenders.*** A strategy will be developed for comprehensive assistance for young offenders to provide them with opportunities for a decent life and prevent second offences and for at-risk youths to prevent delinquency. A youth center will be established to provide comprehensive assistance for this population group.
 - (ii) ***Prevention and assistance in cases of domestic violence.*** Actions will be taken to promote a culture of reporting violence and programs will be carried out to assist children, women and young people who have been physically and psychologically abused, helping to address one of the most widespread problems in the RVS.
- C. **Support for the community police and/or crime prevention project in the RVS.** Will help to make the actions of the Northwestern Police Division in the RVS more effective, in order to improve citizen coexistence. A pilot community police program will be carried out in the northwestern division and support will be provided for the organization of a comprehensive system for police oversight and accountability to ensure that the police fully carry out their role in the community, respecting human and civil rights. A family protection bureau will be established.
- D. **Communications and social awareness strategy.** The public, particularly youths and the media, will be made aware of the need to regain fundamental civic and moral values and sociocultural patterns, habits, attitudes and practices that favor better citizen coexistence.

The Bank's country and sector strategy:

The Bank's strategy, as established in the IDB Country Strategy with Honduras (document GN-2238 of 12 December 2002), identifies violence as one of the greatest challenges for improving governance. Violence also has a negative economic impact that undermines the country's competitiveness, leading to reduced investments and growth. The project gives the Bank an opportunity to support new areas of action with high social and political priority, which are also viewed as priorities in the mandates of the Eighth Replenishment.

Relationship with other international organizations:

The proposed project was coordinated with the international community through the Donors Committee that is being coordinated by the Bank's Country Office in Honduras. During project preparation, support was received from the United Kingdom's Department for International Development (DFID), the Swedish International Development Agency (SIDA) through the SIDA-IDB Partnership, the Korean Cooperation Agency through the Korean Technical-Cooperation Fund, and the Norwegian Technical-Cooperation Fund, in the form of financing for studies prepared for the project (see chapter I, section B).

Environmental and social review:

The operation is not expected to have any negative environmental impact. Nonetheless, training will be included to enable project beneficiaries to participate in programs for environmental protection and sustainable management of public spaces. Technical and environmental specifications will be included in all contracts for works and environmental annexes will form part of contracts for the rehabilitation of youth centers.

Benefits:

The social impact of the project will be highly positive, as it will enhance the well-being of society in the RVS by changing attitudes and values and opening up possibilities for human development for young people. The actions to prevent and address domestic violence will directly benefit abused women and children, who are the main victims. Given the high percentage of young people (34 percent of the population) and the importance of the roles of schools and parents in their education and in the formation of civic and moral values, the project will promote joint education for parents, teachers and students. The project will encourage participation by civil society in promoting coexistence and citizen security, particularly through *patronatos* [primary local decision-making bodies] and volunteer groups, including trade associations and representatives of women's groups, to ensure a sense of ownership of the project.

Risks:

The following potential risks exist. (i) **Execution plan.** One special aspect is the design of the execution mechanism. The project team has carefully examined it to ensure that the project's actions are consistent

with the institutional conditions and human resources required. An Operations Manual has been designed that defines the roles of the participants and coordination mechanisms. (ii) **Coordination**. Since several institutions will participate in the project, there could be a risk of lack of coordination and delays in implementation. To reduce the risk of poor coordination, the project team has held several workshops and working meetings with the Peace and Citizen Coexistence Office and representatives of the beneficiary entities (municipalities and police force) and civil society representatives, establishing the coordination necessary for preparing and executing the project's components. The project will also establish a Regional Executive Committee for Peace and Coexistence to coordinate the action plans and annual operating plans. (iii) **Sustainability**. Since the project needs to be sustainable, a fiscal study was conducted to determine the impact of the project-related recurrent costs on each of the beneficiary entities and satisfactory mechanisms were analyzed to cover them (see Chapter IV, Financial Feasibility). (iv) **Political will**. Political commitment is essential for smooth execution. The risk that it could flag will be attenuated through active participation by the beneficiary entities under institutional agreements that reaffirm their commitments. Also, the Ministry of Finance reiterated its support for the project, through the additional revenues that the government will transfer to the municipalities starting in 2003, as required in the Municipalities Act.

**Special
contractual
clauses:**

- A. ***Conditions precedent to the first disbursement.*** The executing agency will present evidence to the Bank that: (i) the Ministry of Finance and the Municipality of San Pedro Sula (MSPS) have signed an agreement that is satisfactory to the Bank; (ii) at least eight municipalities, including those at greatest risk, and the National Police Force have complied with the project eligibility requirements (appoint a representative to the Regional Executive Committee for Peace and Coexistence—CDRPC), signed an interagency agreement with the MSPS and, for the municipalities, established a municipal peace and coexistence committee; (iii) the project's Operations Manual has been placed in effect by the MSPS; (iv) the MSPS has appointed the chiefs of its three divisions, the subject specialists and the coordinator of the integrated citizen security information system (SISC); and (v) the principal technical advisor has been contracted (see paragraph 3.10).
- B. ***Conditions precedent to the disbursement of funds for certain activities.*** The executing agency will present evidence to the Bank that: (i) the interagency agreements necessary for execution of the activities referred to in paragraph 3.6 have been signed; (ii) the MSPS has authorized the use of the installations

for execution of the activities involving community center for the prevention of violence and the center for comprehensive assistance for at-risk youths and young offenders; and (iii) government authorization has been obtained to operate the center for comprehensive assistance for at-risk youths and young offenders.

Retroactive cost recognition:

The Bank may recognize up to US\$200,000 equivalent for expenditures incurred by the MSPS between 1 February 2003 and the date on which the loan contract is approved for contracting the heads of the Office of Peace and Citizen Coexistence (OPC) technical units, provided that Bank policies have been followed.

Special disbursement:

After the loan contract becomes effective and the contractual conditions established in Clause 4.01 of the General Conditions have been complied with, the Bank may disburse up to US\$350,000 equivalent from the loan to hire a permanent technical advisor and the following technical staff of the OPC: (i) a specialist in bidding and contracting; and (ii) a coordinator of the SISC. Part of the funds will be used to procure basic equipment for the OPC.

Poverty-targeting and social sector classification:

This operation qualifies as a social-equity-enhancing and poverty-targeted project as described in the indicative targets mandated by the Bank's Eighth Replenishment (document AB-1704) (see Chapter III, Section J).

Procurement:

The goods and related services and works and consulting services needed for the project will be procured in accordance with Bank policies and procedures. International competitive bidding will be required: (a) for works costing US\$1 million equivalent and over; (b) for goods and related services costing US\$350,000 equivalent and over. For consulting services costing over US\$200,000 equivalent, an international open call for proposals will be issued. Procurements of goods and related services and works and consulting services below these thresholds will be governed, in principle, by domestic legislation, provided it is compatible with Bank policies (see Chapter III, section on procurement).

Exceptions to Bank policy:

None.

I. FRAME OF REFERENCE

A. General framework

- 1.1 Honduras is in the process of consolidating its democracy, with public and citizen security playing a determining role. In recent years, the country's security and justice institutions have deteriorated, becoming an obstacle to economic and social development. Although the country did not go through a civil war—unlike El Salvador, Nicaragua and Guatemala—it played an active role in the regional conflicts and was used as a base of operations by rebel groups. After the transition to democracy, an institutional vacuum was left which, coupled with the large volumes of arms and unfavorable socioeconomic conditions, promoted the growth of crime.
- 1.2 The Sula Valley Region (RVS) is the most industrialized in Honduras and contributes 55 percent of GDP. It has a population of 1,355,800 (27 percent of the country's population), which is growing at a rate of 5 percent a year, fed by the large numbers of migrants who move to the area on account of its dynamism and the possibility of finding work. The region has three departments: (a) Cortés with 12 municipalities (San Pedro Sula, Puerto Cortés, La Lima, Villanueva, Choloma, Omoa, Sta. Cruz de Yojoa, Potrerillos, Pimienta, San Manuel, San Antonio, San Francisco de Yojoa); (b) Yoro with three municipalities (El Progreso, Santa Rita, and el Negrito) and (c) Santa Bárbara, with two municipalities (Petoa y Quimistán).
- 1.3 A field study conducted during project preparation on the extent and costs of violence in the RVS¹ indicated that in 2000, the homicide rate in the country was 60 per 100,000 inhabitants which is above the average of 40 for Latin America. The RVS is one of the hardest-hit zones, with an average rate of 107 homicides per 100,000 inhabitants. The public in the region is of the opinion that the problem continues to be serious and is getting worse.
- 1.4 According to the field study, the department of Cortés saw a steady increase in homicide rates between 1996 and 2000, from levels that were already high and similar to the national average, to over 100 murders per 100,000 inhabitants, which is explosive from any standpoint. Also, it is one of the departments with the largest increase in homicides over the last five years, with the highest rates of violence and criminality in the RVS and a homicide rate of 110 per 100,000 inhabitants,² higher

¹ "La Violencia en Honduras y la Región del Valle de Sula", November 2002, by consultant Mauricio Rubio, to classify the municipalities with respect to levels of violence.

² The explanation for the apparent inconsistency that shows that the homicide rate in the Department of Cortés is higher than that of San Pedro Sula is that the data for each of these rates was taken from different sources. The Cortés data comes from the Dirección de Investigación Criminal [Criminal Investigation Division] (DIC), while the source for the San Pedro Sula numbers is Medicina Forense [Forensic Medicine].

than the national average. The municipality of San Pedro Sula presents the highest homicide rates (97 per 100,000 inhabitants, a rate that ranks it ahead of most large Latin American cities), and another three municipalities stand out with rates above the national figure: Choloma (78 per 100,000 inhabitants), Pimienta (66 per 100,000), and La Lima (63 per 100,000).

- 1.5 According to another study, which was conducted in 1999 at the Mario Catarino Rivas Hospital in San Pedro Sula with support from PAHO, indicators of social violence were present in 67 percent of the cases examined.³ The study shows that most of the victims and assailants are young people, with 85.9 percent of victims being men, mainly between the ages of 15 and 29, and 98.8 percent of the assailants being men between the ages of 15 and 30. Ninety percent of the cases of social violence were incited by men, 91.9 percent of whom were between the ages of 15 and 19, and 28.7 percent were incited by male gang members. For both victims and assailants, alcohol and drugs were a factor in 39.8 percent and 13 percent of the cases, respectively.
- 1.6 A large percentage of youths who do not work or study belong to street gangs. In 2000, there were 141 gangs in San Pedro Sula, or 36 percent of all gangs in the country. They have 8,017 members (5,777 males and 2,240 females), and their sympathizers could number as many as 30,000, according to police estimates. The gangs are a serious social phenomenon whose behavior is influenced by factors such as deportation, family and social breakdown and the lack of incentives to remain in school. According to available information, it appears that there are links between the gangs and organized crime.⁴
- 1.7 The situation is compounded by the presence of a large group of vulnerable children and youths who, without timely intervention, constitute a risk group. This category includes Hondurans between the ages of 12 and 25, who account for close to 34 percent of the total population of the RVS. Estimates suggest that close to 20 percent of young people are not in the job market or the formal education system and live in makeshift housing, with no recreational facilities, all of which motivates them to find ways of escaping from their frustration, such as taking drugs and banding together in gangs. Another phenomenon that is widespread in the RVS is domestic violence and child abuse, whose victims are women, children and adolescents of both sexes, with a high impact on juvenile violence.
- 1.8 The capacity of the institutions responsible for security and family and child protection continues to be limited. The National Police Force was transformed from a military to a civilian force in 1996 and the Department of Security was established in 1998, but their structures continue to be in transition. The current

³ Defined in the study as mugging, robbery, assault, fights and revenge crimes.

⁴ Idem, page 3.

government has been undertaking reforms and institutional strengthening. The most important aspects of the reform include decentralization, crime prevention plans involving community police in the municipalities, amendments to the police personnel law, increases in salaries, and the Social Policy and Coexistence Law (Decree 226 of May 2002). It has recently decided to decentralize part of the police force to enable it to become more knowledgeable about the region and be more effective in its actions. The police force still has a limited number of personnel, with low levels of training, education and professionalization. Information systems are fragmented and in some cases are still manual.

- 1.9 Protection for children and adolescents is divided among a number of public institutions and civil society organizations which are not coordinated, leading to unnecessary duplication of actions and lack of effectiveness.

B. Coordination with other programs

- 1.10 The project is primarily coordinated with the following initiatives: program to modernize the judicial system (974/SF-HO) in execution; program to modernize the administration of justice (stage two), recently approved (HO-0210); and the municipal development programs (1024/SF-HO and 1104/SF-HO). The justice projects are supporting legal reforms, some of which are related to the present project, particularly the drafting and passage of a law on domestic violence, the Child and Adolescent Code and the new Code of Criminal Procedure; the revision of the Code of Civil Procedure; creation of justices of the peace in the RVS; and training programs for judicial employees in the operation of the new laws. An information system is being created under the justice program (stage two) which is coordinating with the system to be introduced in the RVS under the proposed project.
- 1.11 The municipal development programs are intended among other things to support reorganization of the Municipality of San Pedro Sula (MSPS), boosting the effectiveness of its financial administration and the transparency of municipal government and supporting improvements in poor neighborhoods. The operating procedures of the MSPS have been improved, including public bidding and contracting of works, goods and consulting services. These stronger institutional and operational capacities are complemented by the components included in the proposed project, in the areas of crime prevention, assistance and institution strengthening.
- 1.12 The project is also related to “Foro Valle de Sula 2020”, a nonreimbursable technical-assistance project (ATN/NC-7549-HO), which is an initiative to produce a regional development plan, formulated with the participation and consensus of the main players in the RVS. Progress has been made in agreeing on the main guidelines for the plan, broken down into different thematic focuses, which include the subject of citizen security.

C. Coordination with other donors and security programs in the country

- 1.13 To make adequate use of resources and avoid duplication of efforts, during project preparation coordination was established with various donor agencies, active or interested in citizen security and in reducing violence in Honduras.⁵ In particular, the United Kingdom's Department for International Development (DFID), the Swedish International Development Agency (SIDA) through the SIDA-IDB Partnership, the Korean Cooperation Agency through the Korean Technical-Cooperation Fund, the Norwegian Technical-Cooperation Fund for Consulting Services have participated in project design through financing for studies on: domestic violence; crime prevention and rehabilitation of youths involved in street gangs; the costs and extent of violence; institutional analysis; analysis for strengthening the municipalities of the RVS; studies for the integrated citizen security information system; pilot projects for crime prevention in the municipalities; an awareness and communications strategy; a study of the values of youths in the RVS; and a study on the police force, among others. During the preparation of each of these studies and other activities that served as inputs for the project, close coordination and cooperation was maintained with these donors.

D. The country's sector strategy

- 1.14 In his "citizen security and defense policy," based on his program entitled "My Commitment to You" and the government's poverty reduction strategy, the President of Honduras has stressed peace, tranquility and harmony and the security needed for a suitable investment climate as one of the main thrusts of the government's citizen security and protection policy. In the areas of interest to this project, the policy includes: (a) the strengthening of security institutions; (b) support for decentralization; (c) an increase in collective security; (d) an increase in crime prevention, particularly through assistance for children and adolescents; (e) preventive actions by the police in communities; and (f) a diagnostic analysis of the problems and patterns of delinquency.
- 1.15 Promotion of the proposed project began under the previous municipal government with: (a) forums to raise awareness; (b) presentation to society of the citizen security project "Citizens of San Pedro for Peace and Coexistence"; (c) the establishment of a technical unit in the San Pedro Sula municipal government that will become the coordinating unit of this project; and (d) the creation of a municipal security tax. Municipal ordinances were issued on weapons control and prohibition of the use of alcohol by minors. These initiatives were continued and strengthened by the new municipal government, which has also reinforced the core of the technical unit for project execution. An increase in the municipal security tax is

⁵ They include the United States Agency for International Development (USAID), the Pan American Health Organization (PAHO), the United Nations Development Programme (UNDP) and other donor agencies.

being studied and work is being done in close coordination with security institutions and other municipalities in the RVS. In short, the proposed project's actions are consistent with the central government's plan and regional initiatives in this field.

E. The Bank's sector strategy

- 1.16 The country strategy with Honduras (GN-2238 of 12 December 2002) includes as one of its priorities the improvement and consolidation of democratic participation and complementarity between the State and civil society, promoting citizen coexistence and citizen security. The dialogue paper which is the basis for the Bank's country strategy included the subject of citizen security and crime prevention as an essential element for addressing the problem.
- 1.17 The project has specific characteristics that give the Bank the opportunity to support preventive actions with high political priority to consolidate an integrated and consistent system for public security. Research conducted by the Bank indicates that violence and insecurity are obstacles to economic and social growth in the countries because they undermine human capital formation, reduce domestic and foreign investment opportunities, lessen the productivity of human resources and absorb many resources that could otherwise be used more productively. The operation will be a pilot project in the RVS and could be replicated elsewhere in the country.

F. Project strategy

- 1.18 The project takes a comprehensive and preventive approach.⁶ It includes actions to fortify the agencies with responsibilities for citizen coexistence and security and preventive actions. The public sector and civil society will work together to improve coexistence in families and among young people through programs in schools, public spaces and community and institutional activities. It will also carry out communications and awareness campaigns on this issue so that everyone can be involved in solving the problem.
- 1.19 The project complements the actions to control and suppress violence being carried out by the national and regional governments, to prevent the situation from continuing to boil over. The project acts on three levels: (a) the vulnerable population; (b) the population at risk (youngsters belonging to street gangs and young victims of domestic violence); and (c) young offenders.

⁶ The actions were defined on the basis of the logical framework which was prepared with broad participation, including the project team, civil society (academics, entrepreneurs, churches, *patronatos*, NGOs, etc), national institutions (Office of the President of Honduras, Department of Security, Office of the Public Prosecutor and the police force) and regional institutions.

- 1.20 The project contributes significantly to closer coordination among the municipalities, regional institutions and civil society organizations to enable them to act together to prevent violence. It will contribute to better governance and also to stronger social oversight and will enable community demands to be used as an important input in planning and decision making by the institutions involved in the social prevention of delinquency, violence and crime.
- 1.21 The problem of violence has many causes and therefore requires complementary actions ranging from control and suppression (short term shock actions) to longer-term preventive actions. Control and suppression are necessary to contain violence in the short term but they are difficult to sustain since they do not deal with the causes of the problem and have high economic costs. Preventive activities, although they take longer to produce results, are designed to tackle the roots of the problem.

II. THE PROJECT

A. Objectives

- 2.1 The main objective of the project is to improve the levels of peace, coexistence and citizen security in the RVS, through integrated actions to prevent violence and strengthen institutions that provide security and promote human development. The specific objectives are to: (a) reduce the levels of social violence; (b) raise the levels of social inclusion for young people; (c) improve the effectiveness of the institutions responsible for citizen security and the protection of children and adolescents to win back the community's trust in them; and (d) strengthen community organization to improve coexistence and citizen security in their municipalities.
- 2.2 The main beneficiaries of the project will be youths between the ages of 12 and 25, living in the Sula Valley Region (RVS), who are the main victims and perpetrators of violence and who, on account of their socioeconomic status, are classified as vulnerable, at risk, or young offenders.

B. Project description

- 2.3 To achieve the above objectives, work will be done in the RVS, particularly in the most vulnerable areas of each municipality, through four closely related components to which public agencies, civil society and the grassroots community organizations will be committed. They are: (a) institutional strengthening; (b) social prevention of violence and juvenile delinquency; (c) strengthening of the Northwestern Police Division in violence prevention activities; and (d) a communications and social awareness strategy.

1. Component I. Institutional strengthening (US\$6,815,000)

a. Institutional support

- 2.4 The goal is to strengthen and improve the effectiveness of the 17 RVS municipalities and key agencies (police and public prosecutors) in their roles relating to citizen security and coexistence and the protection of youths and involve community and youth organizations, to improve trust in those institutions. It includes the following subcomponents.
 - (i) Strengthening of the MSPS and the other 16 municipalities in the RVS
- 2.5 The MSPS will be supported in project coordination, execution and supervision and the RVS municipalities will be supported in citizen coexistence (violence prevention and community participation). The strengthening will consist of:

equipment (office equipment, a pickup truck and supplies); municipal management training for the prevention, formulation and management of projects for violence prevention and citizen coexistence; special consulting services to organize, formulate and implement processes and procedures for the management of the preventive and assistance activities included in the project; and information systems. Support for the MSPS will also include strengthening for human resources and the introduction of a project monitoring and evaluation system with regional coverage.

- (ii) Strengthening of municipal coordination and social participation in violence prevention and citizen coexistence

2.6 Support will be provided for municipal coordination and social participation through the following activities:

- a. Formal establishment and organization of municipal peace and coexistence committees (CMPCs) in the municipalities of the RVS to support and coordinate the municipalities' action plans and perform monitoring, evaluation and social oversight. Each committee will be chaired by the mayor and composed of members of organized civil society (*patronatos* [primary local decision-making bodies], beneficiaries, youth organizations, community leaders), representatives of local government and municipal public institutions. The project will provide consulting services to prepare mechanisms for the coordination and operation of these committees and training and awareness workshops.
- b. Training and awareness for members of the community, *patronatos* and youth organizations to promote ownership of ideas, policies and strategies regarding violence prevention, peaceful coexistence and volunteer work. This will ensure strategic participation by the members of the community in the execution, social oversight and continuity of activities.
- c. The project will fund technical assistance for organizing and regulating the voluntary sector and to develop protocols for action in areas related to the project.

b. Integrated citizen security information system (SISC)

2.7 An integrated information system will be introduced that compiles and consolidates information from primary sources (police, forensic services and the public prosecutor) to support the planning of security in the RVS and, in particular, to support the municipalities in monitoring and preventing violence. Statistical and georeferenced information will be generated to allow for closer follow-up on the status of violence and delinquency in the RVS and facilitate decision-making, through the establishment of a violence observatory in the MSPS for the purpose of maintaining the network and information systems under the coordination of the

Peace and Citizen Coexistence Office (OPC). The project will support the definition, conversion and standardization of the system design; the hardware and software platform; the installation and start-up of the system and training for operators and users.

- 2.8 The violence observatory will be responsible for: compiling statistical information from the SISC and other sources; processing, analyzing and producing reports and studies on the evolution of the situation and citizen perception of violence in each of the 17 municipalities in the RVS; and administering the information and other services that will be provided for society. Work will be carried out in close cooperation with the Municipal Research and Statistics Directorate (DIEM), which will be strengthened technically under the project, to enable it to provide logistical and information system support, and an agreement will be established with a university or NGO with experience in security or related areas, to perform analyses and conduct studies on security statistics.
- 2.9 *Prior to disbursing funds for this activity, evidence will be submitted to the Bank's satisfaction on the conclusion of an interagency agreement between the MSPS, the Department of Security (National Police Force) and the Ministerio Público [Attorney General's Office], the terms of which are satisfactory to the Bank.*

c. Monitoring and evaluation system

- 2.10 The establishment of a program monitoring and evaluation system will be supported to verify how the different activities are being carried out (operations monitoring) and to evaluate the results against the indicators defined in the logical framework (Annex 1) and in the plan for evaluating the impact of the project's priority activities (impact monitoring) (Annex 2). The general objective of this subcomponent is to verify the project's progress and impact and fortify decision-making on security and citizen coexistence in the RVS. The impact monitoring will use the baseline built from the surveys conducted as part of the study on violence in Honduras and the RVS. Information from surveys and focal groups of beneficiaries and non-beneficiaries of the project-financed activities will also be used. Consulting services, equipment and training will be provided for design and implementation of the system (see Chapter III, Section H, Monitoring and Evaluation).

2. Component II. Social prevention of violence and juvenile delinquency (US\$11,409,000)

- 2.11 The objective is to strengthen and improve preventive activities and expand the opportunities for social inclusion and human development for young people, through a participative and coordinated strategy for sustainable preventive activities, with extensive community participation. The project will support

preventive activities for vulnerable youths, at-risk youths and young offenders. The following subcomponents are included:

a. Promotion of positive development for vulnerable youths

- 2.12 This subcomponent will help to correct the causes and risk factors most likely to act as incubators for violent and delinquent behavior by vulnerable youths between the ages of 12 and 25.⁷ This intervention is based on a proposal for a municipal participative model for violence prevention in vulnerable children and youths in the RVS which originated with field work in different municipalities through surveys, focus groups (with young people, educators and women, etc.) and interviews with experts to confirm the diagnosis and conceptual bases for the model. Based on the field work, four areas for intervention were defined, which are described below. The areas are closely interrelated and involve a series of specific activities that are feasible from the standpoints of sustainability, social acceptance and institutional viability.

(i) Prevention of violence and delinquency in schools

- 2.13 Support will be provided for comprehensive activities in the most vulnerable public schools in the highest risk zones in the RVS municipalities, which are intended to provide guidance for adolescent development, prevention of psychosocial risks and keep young people in school. The members of the school community (students, teachers and parents) will be involved. Activities will include: training, production and distribution of educational and informative materials targeted to students in the nine years of the basic education cycle and the six years of secondary school, mainly intended to build character and contribute to their development; strengthening of civic values and citizen coexistence; resistance to the use of alcohol, tobacco and drugs; and peaceful conflict resolution. Training and sensitization will be also be provided for teachers in teaching methods and for parents in their responsibilities for educating their children, family management, reduction of child abuse and alternative disciplinary techniques; peaceful conflict resolution; lectures on the prevention of drug addiction and on healthy sexuality, etc. *These comprehensive activities will be coordinated with the Department of Education, with which the MSPS will sign an interagency agreement satisfactory to the Bank prior to disbursement of the funds for this activity.*

(ii) Promotion of the positive use of free time

- 2.14 Support will be provided for social integration in high risk areas in the participating municipalities, through sports, recreation, cultural and artistic activities. Training

⁷ Loss of moral and civic values, unemployment and frustration owing to the lack of opportunities for human development, family breakdown, lack of identity and low self-esteem, overcrowding, alcohol and drug addiction, etc.

for youths in sports and culture and promotion of tournaments, with the participation of parents and the community, will be supported. Sports equipment, mentor programs, training for trainers, arbitration and management of sports projects operated by the MSPS through the Municipal Sports Institute (INMUDE) will be included. The institute will carry out the following specific functions in the project: (a) regulation of sports activities; and (b) training for trainers and referees. Rehabilitation, lighting and construction of recreational infrastructure for social integration (multiple sports facilities, soccer fields and multi-use areas) and other social integration infrastructure (parks, community halls, cultural centers and libraries) will be included.

- 2.15 The municipalities of the RVS will be required to present evidence of the legal status of the land and installations, with the necessary technical specifications. They will also coordinate a strategy with the community for maintenance, surveillance and administration of those installations, for optimum access and use.

(iii) Comprehensive assistance for young people. Community center for violence prevention and assistance for youths

- 2.16 Support will be provided for organizing and equipping a regional pilot center for guidance and advisory services (community center for violence prevention and assistance for youths), for young people with social behavior and disorientation problems as well as for parents. The center will be used as a place for holding support group meetings, organizing demonstration units, promoting awareness talks on aspects related to better conduct and solidarity for coexistence and healthy recreation. Support will be provided for advisory services and guidance for young people and their families, with psychological, medical and legal assistance; sexual education; equipment (educational and recreational materials); furniture and rehabilitation of facilities. This center will be located in the Rivera Hernández district. It will be provided by the MSPS and serve as a regional center. *Authorization from the MSPS to use the center for this activity, to the Bank's satisfaction, is a condition precedent to disbursement of funds for this activity.*

(iv) Job training and youth employment program

- 2.17 Support will be provided for a training program for vulnerable youths, after a study to determine the courses and means of delivering the training in response to demand in the RVS region's most vulnerable communities and to identify possible partnerships with the private sector and NGOs that can finance the labor initiatives. The study and the training program for vulnerable youths will be coordinated with the National Vocational Training Institute (INFOP). The training programs will be provided by INFOP, coordinated by the OPC. The study will be financed and, depending on its findings, so will a training program.

b. Promotion of new directions in human development for the at-risk population

- 2.18 The social integration of young people at social risk and young offenders will be promoted, to bring about a change in their attitudes and values. Actions will be undertaken to reduce domestic violence. Two areas of action will be included.
- (i) Comprehensive assistance for at-risk youths and young offenders
- 2.19 The goal is to voluntarily reintegrate young people at risk and young offenders into society through a strategy for comprehensive assistance, similar to the one tested by the Don Bosco Center in El Salvador, adapted to the situation of violence in the RVS. Under the strategy, young people will participate in a voluntary education process that will be the guiding thread for all the activities provided by the center. The methodology is inductive, based on an entrepreneurial mentality and an overall understanding of the individual, society and development. The purpose of this educational process is to produce critical, creative and participative youths who demonstrate solidarity and seek to surmount obstacles and achieve comprehensive development, restoring their human dignity.
- 2.20 The model establishes seven areas for intervention to be developed at a center for comprehensive assistance for at-risk youths and young offenders: (a) **formal technical school** to provide minors and at-risk young people with the opportunity of upgrading their education to match their chronological age, which will allow them to integrate satisfactorily into the formal education system; (b) an **internment program** for young offenders who voluntarily agree to participate in a comprehensive strategy to support their reintegration into society; (c) **formal and vocational workshops**, including workshops to train youths as entrepreneurs or to rejoin the labor market; in this process the community and the private sector will help to create savings as an incentive to provide stability and a better future for each young person; (d) **health care** in four main areas—general medicine, detoxification, laboratory tests and other correlated areas; (e) **psychopedagogical service** to provide individual and group therapy, monitor the progress and limitations of each young person and work in cooperation with parents; (f) **three meals a day** for the beneficiaries; and (g) **recreation and sports**.
- 2.21 To implement this model, the project will support: (a) rehabilitation of physical installations and provision of the necessary equipment and materials; (b) the provision of services by organizations or entities with experience in the areas mentioned; and (c) administration of the center delegated to a civil society organization, through a public competition. The final architectural plans and the services of a construction firm to be contracted following Bank procedures will also be financed.

- 2.22 Existing installations provided by the MSPS will be used to house the assistance services under consideration which, when fully functional, will be able to assist an average of 400 at-risk youths between the ages of 12 and 25 and about 50 young offenders each year. *Authorization from the MSPS to use these installations for this activity, to the Bank's satisfaction, is a condition precedent to disbursement of funds for this activity. Also, since the Honduran Child and Family Administration (IHNFA) has legal responsibility for the center's target population, authorization to establish the center from IHNFA's board of directors will be a further condition precedent to the disbursement of resources for this activity. To be able to assist young offenders at the center, the IHNFA and the MSPS will need to sign an interagency agreement, whereby the IHNFA undertakes to delegate the administration and operation of the center to the selected civil society organization.*

(ii) Prevention of domestic violence and assistance for victims

- 2.23 The project will help with interventions to prevent domestic violence, provide direct assistance for women, children and youths who are directly affected and promote a culture of reporting domestic and sexual violence and abuse of children and adolescents, helping to solve one of the most prevalent problems in the RVS.
- 2.24 The strategy supported by the project consists of comprehensive interventions for: (a) the strengthening of the interagency system for assistance and case follow-up; (b) the provision of modules for workshops and public forums on addressing the problem; (c) the procurement of materials and equipment for the training workshops; and (d) a training plan for the line personnel involved.
- 2.25 The modules will seek to improve the linkage and quality of services, perfect the information and case management system and publicize the legal framework and procedures for meting out justice. A telephone hot-line will also be provided by the Regional Family Protection Services Division (DISEPROFAM) to promote a culture of reporting abuse.

3. Component III. Support for a community and preventive policing project in the RVS (US\$888,000)

- 2.26 Support will be provided for activities by police related to citizen coexistence to ensure that the preventive actions to be developed under the project are effective.

(i) Support for the community and area police

- 2.27 The Department of Security has recently established a community and area police corps that is distinct from the rest of the force. The loan will support this pilot project in the Northwestern Police Division to obtain a demonstration effect that can be replicated in future.

2.28 The project will fund technical assistance to design the organizational and regulatory bases to govern the new police corps. Funds will be earmarked to train community police officers and raise the awareness of the other members of the force regarding crime prevention and the protection of human rights. Installations will be upgraded and office equipment and supplies will be provided at police stations and for community activities.

(ii) Support for establishing the Regional Family Protection Services Division (DISEPROFAM)

2.29 Police action will be strengthened by providing a service for immediate comprehensive assistance for the victims of domestic violence. The project will support this proposal through the following actions: (a) design of organizational and regulatory bases; (b) training for police; (c) materials and equipment for workshops; and (d) a telephone hot-line to encourage a culture of reporting violence.

(iii) Strengthen the comprehensive system for police oversight and accountability

2.30 The transparency and effectiveness of police actions will be improved, allowing for a systematic evaluation of police procedures and operations and citizen satisfaction. The project will support the physical adaptation of the installations provided by the Department of Security for the Internal Affairs and Accountability Office (Northwestern Division); office equipment, furniture and supplies; dissemination of manuals, regulations and procedures; and the design and introduction of a comprehensive system for police oversight and accountability.

2.31 *Signature by the Department of Security and the MSPS of an interagency agreement, to the Bank's satisfaction, on execution of the activities in this component is a condition precedent to the first disbursement of the loan. The agreement will include the following obligations: (a) the establishment of DISEPROFAM and the Regional Internal Affairs Division; and (b) the assignment of personnel and physical space for them and for the community police, all of which will be a condition precedent to the disbursement of funds for this component.*

4. Component IV. Communications and social awareness strategy (US\$500,000)

2.32 The participatory strategy for preventive actions under the component on the social prevention of violence and juvenile delinquency (component II), will seek to sensitize and raise the awareness of the public and the media, in order to promote sociocultural patterns, habits, attitudes and practices that favor a culture of peace and coexistence, for the protection of children and youths and respect for human rights. This component will support a comprehensive communications strategy

targeted to society, the media and the municipalities through the following activities:

(i) Regional social communications campaign

- 2.33 Support will be provided for the design and execution of a social communications campaign directed to the project's target groups, through the media, alternative means of promotion and support for other innovative strategies to bring about a change in attitude and behavior in the region's communities.

(ii) Campaign to increase awareness of municipality-targeted activities

- 2.34 Support will be provided for the municipalities in carrying out their own strategies for communication and publication of outcomes, progress, achievements and impact in the area of violence prevention and citizen security.

(iii) Media awareness

- 2.35 Workshops will be financed to promote better management of information, programming and publicity as they relate to violence, with the goal of avoiding sensationalism and generating positive expectations to promote a culture of peace and nonviolence in the population.

C. Financing plan

- 2.36 The project will cost a total of US\$22.2 million, to be financed with a loan for US\$20 million (90 percent) from the Fund for Special Operations and a national counterpart of US\$2.2 million equivalent (10 percent). The Bank's loan will have an amortization period of 40 years and a grace period of 10 years. The loan will have an interest rate of 1 percent for the first 10 years and 2 percent for the remainder of the period, with a credit fee of 0.5 percent and an inspection and supervision fee of 1 percent of the loan.

Table 1
Summary of costs by component and source of financing (US\$ thousands)

Description	IDB	Government of Honduras	Total	%
a. Institutional strengthening	5,123	1,692	6,815	30.7
1. Institutional support	1,971	1,382	3,353	15.1
1.1 Project coordination and execution	1,055	1,382	2,437	11.0
Strengthening of the MSPS Peace and Citizen Coexistence Office (OPC) for project coordination and execution	395	1,334	1,730	7.8
Support for bids and procurement		48	48	0.2
International technical assistance for project execution	360		360	1.6
Specific consulting services to support the OPC	300		300	1.4
1.2 Strengthening of management for social prevention of violence and coexistence in the municipalities	453		453	2.0
Training and awareness for municipal authorities and officials	113		113	0.5
Promotion of discussion forums for municipal authorities	44		44	0.2
Strengthening of municipal management in violence prevention and peaceful coexistence	297		297	1.3
1.3 Strengthening and organization of social participation	463		463	2.1
Formal establishment and organization of municipal committees on coexistence and community security	72		72	0.3
Training and awareness building for members of the community and <i>patronatos</i>	195		195	0.9
Promotion of youth organization and participation	110		110	0.5
Organization of the voluntary sectors in social prevention of violence	86		86	0.4
2. Integrated citizen security information system (SISC)	2,457	310	2,767	12.5
3. Monitoring and evaluation	696		696	3.1
Monitoring of operations	47		47	
Monitoring of the impact of priority activities	435		435	
Final evaluation of the project	214		214	
b. Social prevention of violence and juvenile delinquency	11,105	303	11,409	51.4
1. Promotion of the positive development of vulnerable youths	9,225	93	9,318	42.0
1.1 Prevention of violence and delinquency in schools	3,080		3,080	13.9
1.2 Promotion of the positive use of free time	4,860		4,860	21.9
More opportunities for social integration	3,488		3,488	15.7
Promotion of sports	889		889	4.0
Promotion of culture	483		483	2.2
1.3 Comprehensive assistance for vulnerable youths	128	93	222	1.0
1.4 Job training and promotion of youth employment	1,156		1,156	5.2
2. Promotion and new directions in human development for the at-risk population and young offenders	1,880	210	2,090	9.4
2.1 Comprehensive assistance for at-risk youths and young offenders	1,809	210	2,019	9.1
2.2 Prevention of domestic violence and assistance for its victims	71		71	0.3
c. Support for the community and preventive policing project in the RVS	888		888	4.0
1. Support for the community and area police	495		495	2.2
2. Support for establishing the Regional Family Protection Services Division (DISEPROFAM)	202		202	0.9
3. Strengthening of the comprehensive system for oversight and accountability	192		192	0.9
d. Communications and social awareness strategy	500		500	2.3
1. Regional social communications campaign	210		210	0.9
2. Campaign to increase awareness of municipality-targeted activities	260		260	1.2
3. Media awareness	30		30	0.1
Subtotal	17,616	1,996	19,612	88.3
Financial costs	626	204	830	3.7
Inspection and supervision	200		200	0.9
Interest	426		426	1.9
Credit fee	-	204	204	0.9
External auditing	60		60	0.3
Contingencies	1,698		1,698	7.6
Total	20,000	2,200	22,200	100
	90%	10%		

III. PROJECT EXECUTION

A. Borrower and executing agency

- 3.1 The borrower will be the Republic of Honduras. The executing agency will be the Municipality of San Pedro Sula (MSPS), which will implement the project through the Peace and Citizen Coexistence Office (OPC). The establishment and by-laws of the OPC were approved by the Municipal Corporation at its regular meeting on 14 January 2003, in accordance with the responsibilities set out in Article 25 (II) of the current Municipalities Act (Decree 134-90) and Article 9 of the aforementioned legislation's implementing regulations. The OPC will be responsible for the coordination, administration, bid procedures, supervision and control of the project. It will be responsible for managing the proceeds from the Bank's loan and the local counterpart.
- 3.2 *As a condition precedent to the first disbursement, an agreement will be signed between the borrower and the executing agency, to include the following: (a) that the funds from the Bank's loan will be transferred to the executing agency on a nonreimbursable basis; (b) that the funds will be used to finance the activities included in the project; and (c) that the executing agency will carry out the project activities in accordance with the terms and conditions established in the loan contract.*

B. The participating entities

- 3.3 The following entities will participate as beneficiaries: the 17 municipalities in the RVS, the Department of Security (National Police Force) and the Ministerio Público in the region (public prosecutor's office and forensic services).
- 3.4 The following supporting entities will participate: the Department of Education and the National Vocational Training Institute (INFOP). Some offices of the MSPS will also provide support, such as: (a) the Human Development Office (GDH); (b) the Municipal Research and Statistics Directorate (DIEM); (c) the Information Systems Department; (d) the Municipal Sports Institute (INMUDE); and (e) the Coordinating Unit of the MSPS Municipal Development Project (UCPDM).
- 3.5 To be eligible for the project benefits, the municipalities must: (a) appoint a representative to the Regional Executive Committee for Peace and Coexistence (CDRPC); (b) have a municipal peace and coexistence committee (CMPC); and (c) have signed an interagency agreement with the MSPS. The Department of Security (National Police Force) and the Ministerio Público must each designate a representative to sit on the CDRPC. The Department of Security must also have signed the interagency agreement described in paragraph 2.31 with the MSPS. *As a condition precedent to the first disbursement, the Department of Security and at*

least eight municipalities must have complied with the eligibility requirements. The four municipalities at highest risk, thus ranked on the basis of the vulnerability index (see Chapter IV, Social feasibility), must be among those eight municipalities.

C. Interagency agreements

- 3.6 The terms in which the different institutions will participate in the project will be established in the following interagency agreements:
- a. Agreements between the MSPS and each of the beneficiary municipalities to establish mechanisms for coordination and the obligations of the parties with regard to execution of the project's components, the action plans and the annual operating plans (AOPs).
 - b. An agreement between the MSPS and the Department of Security (National Police Force) and the Ministerio Público establishing the obligations of the parties with regard to implementing the SISC.
 - c. An agreement between the MSPS and the Department of Education establishing the terms under which the Department of Education will support the interventions in schools.
 - d. An agreement between the MSPS and the Department of Security (National Police Force) regarding the execution of the component to support the preventive policing project in the RVS.
- 3.7 The project's Operations Manual includes drafts of the different interagency agreements and gives a detailed description of the terms and conditions and of the functions and obligations of the different participants.

D. Coordination and decision making

- 3.8 A Regional Executive Committee for Peace and Coexistence (CDRPC), which will be chaired by the MSPS and have the OPC as technical secretariat, will be established to coordinate project activities. The committee will be responsible for strategic management, coordination and decision making for project activities and will be composed of representatives of the beneficiary institutions. The supporting institutions may also participate, in addition to institutions invited as guests. The CDRPC will meet twice a year to review and approve the annual operating plans (AOPs), based on the action plans. The CDRPC will be supported by an executive board, composed of representatives from the MSPS, four municipalities (rotating) and the Department of Security (National Police Force). The OPC will act as technical secretariat of the executive board. The board will carry out routine coordination activities and will meet as often as necessary to coordinate the action

plans (Annex 3). The coordination mechanism and the functions of the members are described in detail in the project's Operations Manual.

- 3.9 Apart from the CDRPC, a municipal peace and coexistence committee (CMPC) will be established in each of the municipalities as a consultative and decision-making body. The CMPCs will propose, discuss and coordinate the actions plans for their jurisdiction. They will be chaired by the mayor or his representative, who will act as liaison with the OPC, and the membership will be drawn from the community: *patronatos*, representatives of local government and municipal public institutions and community or youth leaders. Their operations are described in the project's Operations Manual.

E. Operational structure of the OPC

- 3.10 The OPC will coordinate its activities through interaction with the liaison officers designated in each of the interagency agreements. Its structure includes a general directorate, with a director and a deputy director and an international consultant financed from the loan proceeds to provide permanent technical advisory services. *Contracting of the principal technical advisor will be a condition precedent to the first disbursement.* The advisor will support the OPC in managing the different project activities and in its coordination with the participating entities. The OPC will also have three technical units, staffed in part with personnel who helped to design this project: (a) the project technical unit; (b) the monitoring and evaluation unit; and (c) the administration and financial unit (Annex 3). *Appointment of the chiefs of the three divisions, their subject specialists and the coordinator of the SISC, who will make up the technical units, will be a condition precedent to the first disbursement.* The Bank may recognize as chargeable to the loan proceeds up to US\$200,000 equivalent for expenditures incurred by the MSPS between 1 February 2003 and the date on which the loan contract is approved for contracting the heads of the OPC technical units, provided that Bank policies have been followed. Once the loan contract becomes effective and the contractual conditions established in Clause 4.01 of the General Conditions have been complied with, the Bank may disburse up to US\$350,000 equivalent from the loan to contract the principal technical advisor, the specialist in bids and contracts of the OPC and the coordinator of the SISC, and to procure basic equipment for the OPC.
- 3.11 The OPC will receive support from the existing organizational and technical structure of the Municipality of San Pedro Sula: (a) the GDH to boost its capacity to identify activities for coexistence and security in the MSPS; (b) the DIEM to support the surveys, digital maps, and socioeconomic statistics on violence in the RVS; (c) the Information Systems Department, which will be the repository of the SISC; (d) INMUDE to support the use of free time through the promotion of sports; and (e) the UCPDM with regard to bidding and contracting.

F. Operations Manual

- 3.12 The purpose of the Operations Manual is to regulate the project's conceptual and technical framework and the levels of responsibility of the participants. It defines responsibilities stemming from compliance with or omission of pre-established procedures and actions by each of the project executors, although it is flexible since it can be adjusted by the MSPS once it receives authorization from the CDRPC and the Bank. *The Operations Manual must have entered into effect in the MSPS as a condition precedent to the first disbursement.*

G. Action plans

- 3.13 Each of the beneficiary entities will have an action plan to facilitate its work. The plans define activities and goals, outcomes, execution timetables, beneficiary population, estimated costs and sources of financing, and monitoring and evaluation indicators.
- 3.14 The action plans have been prepared for each of the beneficiaries for the four years of project execution. However, the technical characteristics and nature of the operation mean that the project must be executed flexibly and continuously monitored. The project's activities will be based on annual operating plans (AOPs) to be prepared by the OPC for each year of execution, with support from the beneficiary institutions, following their original plans of action. The AOPs consist of a detailed investment plan with its respective costs, to be prepared for each year of the project based on the original action plan of each participating institution. The plans will be revised semiannually during the administration missions, once they have been reviewed by the CDRPC. *The first AOP will be presented together with the initial report mentioned in Clause 4.01(d) of the General Conditions of the loan contract.*

H. Project execution and administration

a. Procurement

- 3.15 Annex 4 presents the tentative procurement plan. The goods and related services and works and consulting services needed for the project will be procured in accordance with Bank policies and procedures. International competitive bidding will be required: (a) for works costing US\$1 million equivalent and over; and (b) for goods and related services, costing US\$350,000 equivalent and over. For consulting services costing over US\$200,000 equivalent, an international open call for proposals will be issued. Procurements of goods and related services and works and consulting services below these thresholds will be governed, in principle, by domestic legislation, provided it is compatible with Bank policies.

I. Execution period and disbursement schedule

- 3.16 The project will be executed in approximately four years, counted from the date on which the loan contract becomes effective. The estimated disbursement schedule is shown in the following table.

Table 2 Disbursement schedule (in US\$ thousands equivalent)						
Source	Year 1	Year 2	Year 3	Year 4	Total	%
IDB loan	3,775	8,733	5,035	2,457	20,000	90
Government of Honduras	399	503	618	680	2,200	10
Total	4,174	9,236	5,653	3,137	22,200	100
%	18.8%	41.6%	25.5%	14.1%	100.0%	

J. Poverty targeting

- 3.17 This operation qualifies as a social equity enhancing project, as described in the indicative targets mandated by the Bank's Eighth Replenishment (document AB-1704). Furthermore, this operation qualifies as a poverty-targeted investment (PTI) in the geographic classification category, since most of the benefits (over 50 percent) are targeted to the low-income population of youths between the ages of 12 and 25 living in poor areas in the municipalities of the RVS.

K. Monitoring and evaluation

a. Bank supervision

- 3.18 The project will be supervised by the Bank's Country Office, in close cooperation with the team at Headquarters. The project team will participate in semiannual administration missions.
- 3.19 The meetings between the executing agency and the Bank will be held by 30 May and 30 September each year, at the latest, during the project. Their purpose is to study progress in the AOPs, based on the original action plans prepared by the beneficiary entities.
- 3.20 For the joint meetings, the MSPS undertakes to present a semiannual progress report to the Bank at least 15 working days prior to each mission. The reports will evaluate headway in the different components, compliance with contractual obligations and progress toward the indicators and goals presented in the logical framework (Annex 1) and the plan for the evaluation of priority activities (Annex 2). Should the Bank find shortcomings in project execution, the MSPS, in

conjunction with the beneficiary entities, will present a proposal to the Bank for corrective measures and a timetable for their implementation.

b. Project monitoring

(i) Monitoring and evaluation

- 3.21 As described in Chapter II in the section on the institutional strengthening component—monitoring and evaluation system, the following types of monitoring and evaluation will be carried out:
- 3.22 **Operations monitoring.** The timetable and plan of activities for each subcomponent, action or work will be monitored as follows: (a) during physical execution, examining compliance with goals, with the quality, timeliness and efficiency requirements and with the operational indicators established in the logical framework; and (b) during financial execution, following up on disbursements in relation to the budget. This system will be installed in and administered by the OPC and will have the necessary staff, procedures and computer equipment.
- 3.23 **Monitoring and evaluation of project impact.** Monitoring will be carried out under a plan to monitor the impact of the project's priority activities, which includes a system of indicators on delinquency and on citizen perceptions of violence and delinquency. The final evaluation will take the form of studies performed at the end of the project, focusing on its most strategic interventions.
- 3.24 The baseline indicators were established in the project design, based on a household survey on victimization and the perception of violence, and a survey of young people attending and not attending school, meetings with specialists and focus groups. This baseline will be revised to ensure that it includes the indicators in the logical framework and the monitoring plan.
- 3.25 The studies for evaluation of the impact of the most strategic project interventions will be conducted under the responsibility of the MSPS/OPC. The studies will be conducted at the junctures indicated in the Plan for Monitoring and Evaluation of the Impact of the Project's Priority Activities (Annex II). The MSPS/OPC, in coordination with the entities directly involved, will prepare the terms of reference for the studies and supervise the consultants contracted to conduct surveys, identify focal groups and perform other studies required under this plan.

L. External auditing

- 3.26 Within 60 days after the close of each semiannual period, the OPC will present the Bank with a semiannual auditing report on project execution that will include the results of the ex post review of disbursements, based on terms of reference agreed upon with the Bank. The project's annual financial statements will be presented to

the Bank within 120 days after the close of the fiscal year, duly audited by an independent firm of public accountants approved by the Bank. The costs of the external audits have been included in the project and will be financed with loan proceeds.

IV. FEASIBILITY AND RISKS

A. Institutional and administrative feasibility

1. Institutional

- 4.1 The executing agency and project coordinator will be the MSPS through the OPC. The decision to have the MSPS act as executing agency is based on: (a) the leadership shown by it in the initiative “Citizens of San Pedro for Peace and Coexistence”, launched under its direction and in cooperation with the 16 Sula Valley municipalities and community representatives in April 2002 and which led to the request for Bank financing by the Government of Honduras; (b) its coordination of different regional initiatives, such as the Sula Valley metropolitan zone and Forum 2020 and the Sula Valley Development Commission; (c) its regional coordination of the process of decentralization of institutions in cooperation with the national government and RVS municipalities; (d) its coordination of regional agencies such as the Northwestern Police Division, the Public Prosecutor Offices of the Ministerio Público, the Northwestern Office of the Honduran Child and Family Administration and the Honduran Women’s Institute, among others, which have their headquarters in the MSPS; (e) its experience with the Bank in the administration and management of other lending operations; and (f) the fact that the greatest incidence of problems to be addressed is in the RVS.
- 4.2 The national agencies have been consulted and fully support this plan. The central government agencies in charge of security and violence and crime prevention programs nationally—i.e. the Offices of the President and Vice-President of Honduras and the Department of Security—view the MSPS as the operating platform for their own intervention programs.
- 4.3 The recently-created Northwestern Police Division is responsible for security and citizen coexistence in the region. It has received technical and institutional support from the European Union and the International Criminal Investigative Training Assistance Program (ICITAP) and its information and communications area was strengthened under the information systems project PNC-2000. The proposed project will support its strategy to consolidate its current mission-vision and, given its current organization, the institution has the capacity to participate in the project.

2. Administrative

- 4.4 The MSPS has different structural units that will support the OPC, without the need to establish parallel units to execute the project.

B. Socioeconomic feasibility

- 4.5 The costs of violence and public insecurity are multiple and have a negative impact on economic and social development. According to studies conducted by the Bank, the social cost of crime in Latin America ranges from 5 percent to 25 percent of GDP. Many of these costs are intangible. First of all, this category includes the costs of the destruction of human capital associated with the loss of life and deterioration in the quality of public life. Second, violence contributes to the inefficient allocation of resources, since more resources have to be spent on the prosecution and punishment of crime, treatment of victims and compensation for injury.
- 4.6 The activities proposed in the project's action plans have been chosen based on models and lessons learned from experience with violence in other countries and pilot projects in Honduras, adapted to the situation in the RVS and confirmed through field studies. These interventions will be carried out taking a preventive approach which, unlike the suppressive approach, will attempt to modify the violent behavior of individuals by tackling the root causes of the problem.

1. Economic feasibility

- 4.7 A cost-efficiency and cost-effectiveness analysis was performed to measure the economic feasibility of the main activities, despite the limitations on information and the fact that not all the costs are quantifiable. This indicator evaluated the impact of the proposed intervention in relation to the financial resources invested in it.
- 4.8 According to this indicator, the cost of the main activities proposed in this project is lower than it would be if the interventions were undertaken using a suppressive approach. Studies in developed countries indicate that the costs of suppressing crime average US\$200 per capita a year, covering measures such as strengthening for court, prison, judicial and police services. Private security is estimated to cost an additional US\$100 a year.⁸ Based on this indicator, the following activities are the most cost efficient.
- 4.9 ***Interventions in schools.*** These interventions will have a target population of about 104,951 young people, with an impact on their education on the primary and secondary levels. This group accounts for 35 percent of the total child and youth population in the RVS and will cost US\$3,080,000. This alternative has a per capita cost of US\$7, which is very low compared to the cost of suppression.

⁸ International Center for the Prevention of Crime, 1998.

- 4.10 ***Promotion of the positive use of free time for young people (construction of areas for integration, soccer fields, recreational and cultural facilities).*** This intervention will focus on the highest risk zones in each municipality. Rehabilitation and/or construction of infrastructure for social integration will benefit an average of about 4 percent of the population of the large municipalities (over 60,000 inhabitants) and an average of 20 percent of the smaller municipalities in the RVS. The total cost of this intervention is estimated at US\$4,860,000, with a per capita cost of US\$46, which is lower than the cost of suppression. Evidence suggests that activities to upgrade and/or construct areas for social integration are effective in improving the climate that can influence the violent behavior of children and youths. In the pilot project in El Salvador, the construction of facilities for social integration, including sports and cultural activities, particularly evening activities, has significantly improved security, as demonstrated by the fact that 90 percent of the public considers that the level of violence has declined significantly in their neighborhoods.

2. Social feasibility

- 4.11 A social vulnerability index was prepared to evaluate social feasibility and contribute to the effectiveness and efficiency of interventions. The objective of the index was to identify the municipalities in the RVS with the highest rates of violence. The index was based on the following criteria: (a) the impact of crime measured by the homicide rate for every 100,000 inhabitants; (b) the impact of crime measured by the percentage of households that have been victims; (c) the perception of insecurity and the presence of street gangs, measured through a household survey; (d) the density of the youth population; (e) the level of unemployment among young people; and (f) the level of involvement by the authorities, based on the interest of each municipality in the social prevention of violence as reflected in its government plans.
- 4.12 Accordingly, the interventions and their intensity in each municipality will depend on the degree of vulnerability, which was identified in the following order:

Table 3
Classification of the municipalities in the RVS by vulnerability

Municipality	Concentration of young people	Socioeconomic status	Insecurity and violence	Total	Rating
El Progreso	50	90	180	320	Very high
Choloma	60	90	170	320	Very high
San Pedro Sula	50	60	190	300	Very high
Santa Rita	30	80	190	300	Very high
Quimistán	30	90	170	290	High
Potrerrillos	30	70	180	280	High
Villanueva	40	80	160	280	High
Pimienta	30	80	160	270	High
El Negrito	30	90	140	260	High
Puerto Cortés	40	80	140	260	High
Petioa	30	80	140	250	High
Santa Cruz de Yojoa	40	90	120	250	High
La Lima	40	70	120	230	Moderate
San Antonio de Cortés	20	90	120	230	Moderate
San Manuel	30	90	110	230	Moderate
Omoa	30	80	90	200	Moderate
San Francisco de Yojoa	30	80	70	180	Moderate

Source: Own calculations based on indicators from the National Statistics Institute, Study of the Costs and Extent of Violence in the RVS, National Police Force , Diagnostic Analysis of Forum 2020 and others.

C. Financial feasibility

- 4.13 A fiscal impact analysis was performed to ensure that the principal actions would be sustainable after the end of the project. The budget requirements for sustaining this operation will be obtained from fiscal measures established by the central government and the municipal governments to cover the recurrent costs of the project after execution.
- 4.14 Part of the recurrent costs will be covered from central government transfers to the municipalities. Starting in 2003, the central government will increase its municipal transfers by 0.5 percent a year, under a multi-year plan, until they amount to 5 percent of all tax revenues, as established in the Municipalities Act. This increase will allow the recurrent costs of the activities to be covered after the end of the project, in addition to other municipal activities. Central government transfers to the RVS municipalities were between 1.5 percent and 2 percent a year in 2001 and 2002.
- 4.15 The analysis suggests that the recurrent costs of the project could be close to US\$2 million a year. To cover them, including maintenance costs, an increase of an additional 1 percent over current annual central government transfers to the RVS

municipalities would suffice. The willingness of the central government to transfer additional funds would ensure that the estimated additional annual costs will be financed. It has been agreed with the Government of Honduras that the financing of recurrent costs will gradually be absorbed by the government over the course of the execution period until the fifth year in which the government will absorb 100 percent of such costs as follows:

Table 4					
Recurrent costs: financing proposal					
Source	Year 1	Year 2	Year 3	Year 4	Total
IDB loan	100	80	50	30	0
Honduran government resources	0	20	50	70	100

- 4.16 The Municipality of San Pedro Sula is considering extending the security tax it charges to companies in its jurisdiction to the general public and to other municipalities in the RVS with financial capacity, which would boost municipal income to contribute to the sustainability of the project's interventions.

D. Risks

- 4.17 During the design stage, account was taken of the potential risks that could affect the project and the measures necessary to prevent them from acting as obstacles to achieving the objectives. The risks identified and actions to mitigate them are presented below:

- (i) **Execution plan.** The project team has carefully examined the execution plan to ensure that the project's actions are consistent with the institutional conditions and human resources required. An Operations Manual has been created that defines the roles of the participants and coordination mechanisms.
- (ii) **Coordination.** Since several institutions will participate in the project, there could be a risk of lack of coordination and delays in implementation. To reduce the risk of poor coordination, the project team has held several workshops and working meetings with the Peace and Citizen Coexistence Office and representatives of the beneficiary entities (municipalities and police force) and civil society representatives, establishing the coordination necessary for preparing and executing the project's components.
- (iii) **Sustainability.** Since the project needs to be sustainable, a fiscal study was conducted to determine the impact of the recurrent costs on each of

the beneficiaries and satisfactory mechanisms were designed to cover them (see Chapter IV, Financial feasibility).

- 4.18 **Political will.** Political commitment is essential for the success of this operation. The risk that such commitment could flag has been attenuated through active participation by the municipal governments in preparing the project. The result was action plans that reflect the political commitment and active participation by the authorities.
- 4.19 Also, there is commitment to the project on the country's highest political level. The central government, through the Department of Security, has informed the Bank of its full support for the project and stressed the importance of a preventive approach in its public security activities. The Ministry of Finance also reiterated its support for the project, in the form of the increases in transfer payments from the central government to the municipalities starting in 2003, based on the provisions of the Municipalities Act.
- 4.20 **Sustainability of the installations financed.** The project includes measures to ensure the good operation and maintenance of the physical installations financed (social integration areas, centers and information systems). To cover these requirements, the project includes: (a) formal commitments established in agreements between the OPC and the municipalities and beneficiary institutions; (b) activities to promote the upkeep and good use of the installations and for community participation in maintenance to create a sense of ownership by the beneficiaries; (c) promotion of support from the private sector and civil society organizations to help with the continuity of these public services which are so useful for violence prevention and citizen coexistence; and (d) additional financial support, as specified in the section on financial feasibility.

E. Environmental and social impact and proposed measures

- 4.21 Given the nature of the activities to be financed under the project, no complex negative environmental impacts are anticipated. To hold the environmental impacts or risks to a minimum, the project team adopted the following environmental and social strategy: (a) environmental technical specifications will be prepared for projects for small infrastructure works, which will be included in the contracts for construction and supervision of those works; and (b) for rehabilitation of centers under the project, an annex on environmental specifications will be prepared and form part of the contracts. Bank financing will be used to hire a consultant to: (a) review the environmental specifications; (b) support the OPC in contracting and monitoring the works and environmental supervision; and (c) design awareness and training programs for children and young adults in environmental protection and sustainable management of public spaces. These aspects will be financed under the project.

- 4.22 The social impact will be highly positive, since it will contribute to the well-being of the juvenile population and encourage participation by local authorities, communities and grassroots organizations in zones at greatest social risk, where the project will target its interventions. The project will also have a significant impact on strengthening government institutions and civil society organizations involved in social prevention on the community level. Novel actions based on acceptance and a sense of ownership by the people involved and institutional feasibility will be introduced to rescue many of the young people of the RVS, who lack suitable assistance programs, and help them reintegrate into society. The project takes a modern approach to the social issue of young offenders and youngsters at risk through a reeducation and social reintegration program that is consistent with the Child and Adolescent Code and the United Nations' guidelines for the prevention of juvenile delinquency. The project will consolidate an institutional and operational framework that, in a later stage, could be replicated elsewhere in the country for an even broader social impact.

F. Lessons learned

- 4.23 Violence-prevention programs have had major successes and made gains in combating delinquency. This is true of the programs carried out by mayors and leaders in cities in the United States such as Boston, New York, Indianapolis and Chicago. These programs include prevention as their cornerstone, through the concept of addressing neighborhood problems and restoring order in public spaces.
- 4.24 Examples of the efficiency and experience acquired in this kind of project in Latin America include the citizen coexistence program in Bogota, which has been internationally recognized by the United Nations, and the social peace program in El Salvador. Under this last program, a special project for the prevention of violence and delinquency carried out by the National Public Security Council (CNSP) merits particular attention. The Bank has experience in projects under way in Colombia (in Bogota, Medellin and Cali), Uruguay, Brazil and, recently, in El Salvador.
- 4.25 Experience with the above-mentioned operations indicates that a suitable execution plan is an element whose absence would make it difficult to achieve the objectives. The importance of the following should be stressed: (a) good coordination among the different entities participating in the project is required, in other words, creation of a network for effective institutional coordination among governmental and private entities; (b) institutional strengthening processes should result in effective transfers of knowledge and techniques to the officials of the beneficiary entities in order to create a solid operating structure; (c) the executing agency and the participating entities should form part of the institution in charge of the project; (d) a system to monitor and track the main project activities should be in place; and (e) strengthening for the municipalities and participating entities is an important requirement for suitable management of the assistance and prevention activities.

- 4.26 The projects on coexistence and citizen security under way in Uruguay and Brazil and the ones being prepared for Nicaragua and Guatemala were carefully reviewed. Lessons were drawn from them for various components, although the present project goes even farther, to include a comprehensive strategy for preventive security extended to the local level.
- 4.27 The Government of Honduras is promoting programs such as “Safer Communities” and the “Yes We Can” program of the National Council to Combat Drug Trafficking, which are intended to prevent violence. These programs are carried out jointly with local governments and civil society, stressing *patronatos*, community and young people. This project and the programs in Chamelecón and San Pedro Sula will complement each other.
- 4.28 The program for the sustainability of projects to assist youngsters at risk in Rio de Janeiro, Brazil, intended to improve preventive and assistance services for at-risk youths between the ages of 7 and 20, demonstrates the importance of municipal commitments to shoulder the recurrent costs of the different projects after Bank financing ends, the support of civil society organizations and a preventive, participative and cost-effective result-oriented approach, which are aspects that justify actions targeted to the low-income vulnerable population. Another program that served as a reference for the present project is the program to assist children in especially difficult circumstances in the cities of Salvador, Recife, Fortaleza, San Luis, Teresina and Campinas in Brazil. Continuous monitoring of actions for institutional strengthening is an element that has greatly reduced the risks of administrative weakness of the direct executors of the program, which will be in a position to undertake new actions with wider coverage for the treatment of these young people, with trained personnel and appropriate methodologies.

LOGICAL FRAMEWORK - PEACE AND CITIZEN COEXISTENCE PROJECT FOR THE MUNICIPALITIES OF THE SULA VALLEY

Narrative summary	Indicators	Means of verification	Main assumptions
Objective To raise the levels of peace and coexistence and citizen security	By the end of the project, the people surveyed in the RVS perceive favorable changes in the climate of peace and coexistence as compared to the start of the project. By the end of the project, the crime rates for the municipalities listed in the baseline are reduced in the RVS.	Household surveys including a form to measure the costs and extent of violence and a survey of the values of young people (baseline) Statistics available in the SISC Final evaluation report	The national and local governments continue programs for awareness and prevention of violence and delinquency Security in the RVS improves as a result of the actions being carried out by the RVS municipalities
Purpose To strengthen citizen security To increase levels of social inclusion of young people To strengthen citizen confidence in public institutions Community participation strengthened	By the end of the project, the rate of homicides committed by youths between the ages of 12 and 25 years in the most vulnerable municipalities according to the baseline is reduced by at least 30%. By the end of the project, the inclination of youths between the ages of 12 and 25 to become involved in violent and high risk activities is reduced by at least 50%. By the end of the project, at least 60% of at-risk youths who benefit from education and comprehensive assistance have higher aspirations for progress and integration into the community. By the end of the project, reports of abuse of authority and citizen complaints regarding public institutions are reduced by at least 50%.	Household surveys including a form to measure the costs and extent of violence in San Pedro Sula, Choloma, El Progreso and Santa Rita Statistics available in the SISC Final evaluation report Surveys and/or focus groups used to monitor the impact of priority activities Final evaluation report Surveys of young beneficiaries attending the Center for Integrated Assistance for At-risk youths and Young Offenders Final evaluation report	Programs to prevent violence and juvenile delinquency and to prevent domestic violence and assist victims continue. The entities implement the proposals for strengthening and lay the institutional, financial and technical groundwork for their future sustainability. The national authorities maintain the political will to continue with institutional reform programs that will help to prevent social violence. The institutions establish management controls and transparent procedures. There is coordination among the institutions and communities in project interventions.

Narrative summary	Indicators	Means of verification	Main assumptions
<p>Results of the project's components</p> <p>1. Institutional strengthening</p> <p>Technically-strengthened municipalities and motivated communities work together to prevent violence and for peaceful coexistence in the RVS.</p>	<p>By the end of the project, reports of cases of domestic violence in the RVS increase by 30%.</p> <p>By the end of the project, citizen participation in the municipal peace and coexistence committees (CMPCs) increases by at least 40%.</p> <p>By the end of the project, 60% of the residents of the barrios surveyed perceive improved coexistence as a result of increased opportunities for recreation and community participation.</p> <p>The 17 municipalities use the methodologies and implement the management procedures and systems provided by the project and the members of the community, <i>patronatos</i> and young people participate more formally and effectively.</p>	<p>Focus groups with members of a representative sample of municipalities before and after the project activities</p> <p>Final evaluation report</p> <p>Survey of victims of domestic violence</p> <p>Final evaluation report</p> <p>Reports on attendance at the CMPCs</p> <p>Final evaluation report</p> <p>Household surveys, before and after the project, of a sample of residents in the area of influence of 30% of the sports installations rehabilitated by the project</p> <p>Final evaluation report</p> <p>Progress and final evaluation reports</p> <p>Focus groups with members of the community in the 17 municipalities of the RVS</p> <p>Progress and final evaluation reports</p>	<p>The communities participate and feel a sense of ownership of the local programs and projects.</p> <p>There is coordination among the institutions and communities in project interventions.</p> <p>The municipalities lay the institutional, financial and technical groundwork for future sustainability.</p>

Narrative summary	Indicators	Means of verification	Main assumptions
<p>Strengthening of decision-making processes regarding security and coexistence, through the creation of an information system.</p> <p>2. Prevention of violence and juvenile delinquency</p> <p>Strengthening of the capacity of young people to reject violence and of their motivation to stay in school.</p> <p>Larger supply of recreational opportunities reorients the use of free time by young people and favors their participation and community organization</p>	<p>By the end of the project, 60% of the administrators and users of information from the SISC are satisfied with the operation and/or use the information for research and decision-making in the area of security and coexistence.</p> <p>By the end of the project, at least 50% to 70% of the student population surveyed perceives a favorable change in attitudes and behavior toward violence and its triggers and 40% are more motivated to stay in school.</p> <p>By the end of the project, youths between the ages of 12 and 25 and the communities use the installations for social integration and neighborhood relations are strengthened. At least 50% of youths between the ages of 12 and 18 who play soccer are less inclined to become involved in violence and high risk activities.</p>	<p>Focus groups with the police, public prosecutors and the forensic service, MSPS-OPC, investigators, representatives of 16 municipalities and the general public</p> <p>Progress and final evaluation reports</p> <p>Surveys of a representative sample of 30% of the schools benefiting from each of the interventions before and after the project</p> <p>Information on dropout and repeater rates for students in grades 1 to 9 of basic education in the RVS, broken down by beneficiaries and the control group (nonbeneficiaries) before and after the project</p> <p>Surveys and academic performance scores of students in grades 1 to 9 of basic education in schools close to two digital libraries in San Pedro Sula, broken down by students who use the libraries and the control group (nonusers) before and after the project</p> <p>Final evaluation report</p> <p>Focus groups with a sample of representatives of the CMPCs</p> <p>Focus groups with youngsters from five teams per field from a sample of five fields that have been rehabilitated, before and after the project</p> <p>Final evaluation report</p>	<p>The communities accept the participation plans and feel a sense of ownership of the programs and projects in their localities.</p> <p>Teachers and parents cooperate and facilitate the conditions for a change in the attitudes and behavior of students.</p> <p>Teachers and parents cooperate and facilitate conditions for a change in student attitudes and behavior.</p>

Narrative summary	Indicators	Means of verification	Main assumptions
<p>Parents and youths perceive that their problems are receiving greater attention from the authorities.</p>	<p>50% of the juveniles dealt with at the Community Center for the Prevention of Violence and Juvenile Assistance receive timely assistance.</p>	<p>Annual studies with a sample of cases worked on by the center</p> <p>Final evaluation report</p>	<p>The authorities and communities contribute resources to ensure the proper operation of the installations and facilitate access by young people.</p>
<p>At-risk youths are motivated and their self-esteem and academic performance improve.</p>	<p>80% of the beneficiary youths who stay at the Center for Comprehensive Assistance for At-risk youths and Young Offenders make satisfactory progress in their education and values.</p>	<p>Reports on the performance of youngsters enrolled at the youth center</p> <p>Final evaluation report</p>	<p>The MSPS and the communities provide resources to ensure adequate services and facilitate access by young people.</p>
<p>3. Support for the preventive policing project in the RVS</p>			
<p>Strengthening of the community police</p>	<p>By the end of the project, the community's confidence in the police increases as a result of the lower perception of insecurity in the areas of influence of the pilot project.</p>	<p>Household survey of a representative sample of residents in the areas of influence in two pilot project localities (Chamelecón and El Progreso), before and after the project</p> <p>Final evaluation report</p>	<p>The authorities support the continuity and expansion of the community police and their relations with the community.</p>
<p>Better identification of cases of domestic violence and higher quality of services for victims</p>	<p>By the end of the project, there is an increase in reporting and a reduction in double victimization in assistance processes.</p>	<p>Survey at a police station in San Pedro Sula, Choloma and Villanueva of a sample of women, asking about their satisfaction with the services received and case registration, before and after the project</p> <p>Final evaluation report</p>	<p>The authorities provide resources to maintain the capacity to provide comprehensive family protection services.</p>
<p>Strengthening of the external systems for police oversight and accountability</p>	<p>By the end of the project, procedures and the results of disciplinary control and police efficiency are more transparent.</p>	<p>Specialized studies and focus groups, before and after the project</p> <p>Final evaluation report</p>	<p>The authorities create the conditions for transparent actions.</p>

Narrative summary	Indicators	Means of verification	Main assumptions
<p>4. Social communications</p> <p>Strengthening of the values of peaceful coexistence among youths in the RVS and an increase in the perception of security</p>	<p>By the end of the project, young people have a better understanding of the values of peaceful coexistence.</p>	<p>Survey of young peoples' values, before and after the project</p> <p>Final evaluation report</p> <p>Annual reports</p>	<p>Good performance and coverage of the campaign on values in the RVS</p>
<p>Project activities</p> <p>1. Institutional strengthening</p> <p>Project coordination and execution</p> <p>Strengthening of management for social prevention of violence and peaceful coexistence in the 17 municipalities</p> <p>Strengthening and organization of social participation</p>	<p>The Peace and Coexistence Office is operating for project coordination and execution.</p> <p>250 officials from the 17 municipalities are trained in concepts and management of projects for social violence prevention and peaceful coexistence.</p> <p>Eight discussion forums for municipal authorities are held.</p> <p>17 offices responsible for violence prevention and peaceful coexistence are strengthened in the 17 municipalities.</p> <p>17 municipal peace and citizen coexistence committees are organized and supporting project execution.</p> <p>Training and awareness-raising for 1,600 community members and 2,500 members of <i>patronatos</i> and 1,500 youths in violence prevention in the 17 municipalities</p>	<p>Progress and final evaluation reports</p> <p>Reports on the courses and forums</p> <p>Progress and final evaluation reports</p> <p>Progress and final evaluation reports</p>	<p>The municipalities have the political will to take ownership of the project.</p>

Narrative summary	Indicators	Means of verification	Main assumptions
<p>Design, development and implementation of the integrated information system on citizen security</p> <p>Monitoring and evaluation of project impact</p> <p>2. Prevention of violence and juvenile delinquency</p> <p>Prevention of violence in schools</p> <p>Promotion of the positive use by young people of their free time</p>	<p>Volunteer groups to work on the social prevention of violence are organized in 10 RVS municipalities.</p> <p>Integrated information system on citizen security operating</p> <p>The operations monitoring system is working</p> <p>Surveys and focus groups and studies to evaluate the impact of the activities</p> <p>Study prepared for the final evaluation.</p> <p>300 schools whose students, teachers and parents are trained in reinforcing values, substance resistance (alcohol, tobacco, drugs), the rejection of street gangs and peaceful conflict resolution</p> <p>96 sports installations, 13 parks, 23 cultural facilities and 22 libraries rehabilitated and in service</p>	<p>Progress and final evaluation reports</p> <p>Manuals and instruments for the SISC</p> <p>Progress and final evaluation reports</p> <p>Reports on operations monitoring</p> <p>Reports on surveys and focus groups</p> <p>Progress and final evaluation reports</p> <p>Reports on the courses given</p> <p>Progress and final evaluation reports</p> <p>Reports on supervision of works</p> <p>Reports on courses given</p> <p>Progress report</p> <p>Final evaluation report</p>	<p>Contracting and procurement processes for goods, works and services are carried out expeditiously.</p> <p>Teachers and parents cooperate and facilitate conditions for a change in student attitudes and behavior.</p> <p>Contracting and procurement processes for goods, works and services are carried out expeditiously.</p>

Narrative summary	Indicators	Means of verification	Main assumptions
<p>Community Center for the Prevention of Violence and Juvenile Assistance</p> <p>Education and comprehensive assistance for at-risk youths</p> <p>Strengthening of assistance for victims and the prevention of domestic violence</p> <p>3. Support for the preventive policing project in the RVS</p> <p>Support for the community police pilot project</p> <p>Support for family protection services</p>	<p>Center equipped and operating in San Pedro Sula</p> <p>300 youths receive assistance at the Center for Comprehensive Assistance for At-risk youths and Young Offenders, which is equipped and operating in San Pedro Sula.</p> <p>Training for 280 operators and 160 promoters</p> <p>Equipment for workshops on shelters for female victims of domestic violence in San Pedro Sula</p> <p>Model for community police work introduced.</p> <p>Training for 60 police officers in the pilot project and training and awareness-building in the philosophy of community police work for 1,920 police officers in RVS</p> <p>4 community police coordination offices and three training classrooms operating</p> <p>Regional Family Protection Division operating</p> <p>Training for 2,000 police officers</p> <p>System for registration and statistics on complaints about domestic violence strengthened and connected to the SISC</p> <p>Telephone hot-line for domestic violence operating in 17 municipalities in the RVS</p>	<p>Report on cases worked on</p> <p>Progress and final evaluation reports</p> <p>Report on courses given</p> <p>Progress and final evaluation reports</p> <p>Report on courses given</p> <p>Progress and final evaluation reports</p> <p>Report on courses given</p> <p>Final evaluation report</p> <p>Report on courses given</p> <p>Final evaluation report</p>	<p>Contracting and procurement processes for goods, works and services are carried out expeditiously.</p> <p>Political will</p>

Narrative summary	Indicators	Means of verification	Main assumptions
<p>Strengthening of systems for police oversight and accountability</p> <p>4. Social communications</p>	<p>Communications strategy carried out to encourage reporting domestic violence</p> <p>Regional Internal Affairs Office operating</p> <p>Training for 1,540 police officers in the RVS</p> <p>Pilot project for a comprehensive police oversight and accountability system designed and implemented</p> <p>Regional social awareness campaign carried out</p> <p>Education and awareness campaign for 400 members of the media carried out</p>	<p>Report on courses given</p> <p>Final evaluation report</p> <p>Survey of the values of young people before and after the project</p> <p>Initial survey of values</p> <p>Final evaluation report</p> <p>Report on courses given</p> <p>Progress and final evaluation reports</p>	<p>Good performance and coverage of campaign on values in the RVS</p>

PLAN FOR MONITORING AND EVALUATION OF THE IMPACT OF THE PROJECT'S PRIORITY ACTIVITIES

Activity	Key question	Means of verification	Methodology	Time of evaluation	Estimate costs
1. Institutional strengthening					
SISC (Integrated information and citizen security system) Evaluation priority: 3	Is information from the system being used for decision making and analysis?	Focus groups per entity Approximately 8 people per group	Suppliers of information: Police Public prosecutors MSPS and violence observatory Forensic services Users: Research institutions General public Other participating municipalities	First focus groups after the system is introduced and after each six-month period	Total groups: 30 Estimated cost: US\$14,327
2. Social prevention of violence and juvenile delinquency					
2.1 Promotion of positive development for vulnerable youths					
Prevention in schools	Did student attitudes and behavior change?	Adaptation of the fiche used for the youth survey The fiche should measure the impact of the three modules to be implemented: i. Peaceful conflict resolution ii. Substance abuse (alcohol, tobacco, drugs) iii. Values	Pre and post surveys in 30 participating schools. Minimum of 150 students interviewed per school. Evaluation of the three modules. Representativeness with regard to: <ul style="list-style-type: none"> Location (urban-rural) Education level (basic or secondary) Grade Vulnerability ranking of the municipality 	At the beginning and the end of the school year, but once per training area	Total: 4,500 surveys per areas Total: 27,500 pre and post surveys Estimated cost: US\$60,059

Activity	Key question	Means of verification	Methodology	Time of evaluation	Estimate costs
Promotion of the use of free time: Digital libraries	Do students who use the libraries perform better in school than those who do not?	Survey on school performance and socioeconomic characteristics of the children and their families Use of a regression analysis (dependent variable is school performance) and inclination score matching.	Conduct a survey in two schools close to each of the two digital libraries in MSPS (the first two created under the program). Minimum sample of 600 students in grades 5 to 9 of basic studies per library evaluated (300 users and 300 nonusers at each of the two schools per library).	Ten months after the two libraries open. The results of this evaluation will be used to decide whether to continue establishing new libraries	Total surveys: 600 Estimated cost: US\$16,135
Promotion of the use of free time: Sports fields and coaching	How has the inclination to become involved in violence among youths between the ages of 12 and 18 who participate in sports changed?	25 pre and post focus groups with participation by the youngsters using the fields to be evaluated: i. One multiple-sports field rehabilitated in MSPS. ii. One soccer field in MSPS, Choloma, El Progreso and Santa Rita	Comparison of averages before and after participating in the activity	One year after participation in this activity began	Total groups: 50 Estimated cost: US\$13,045
Promotion of the use of free time: Sports fields and coaching	Has coexistence in the neighborhood improved?	5 pre and post surveys. Survey 500 residents in the neighborhoods where the following fields are located: 1. One multiple-sports field rehabilitated in MSPS 2. One soccer field in MSPS	Comparison of averages before and after participating in the activity	One year after participation in this activity began	Total surveyed: Pre: 2,500 Post: 2,500 Estimated cost: US\$52,882

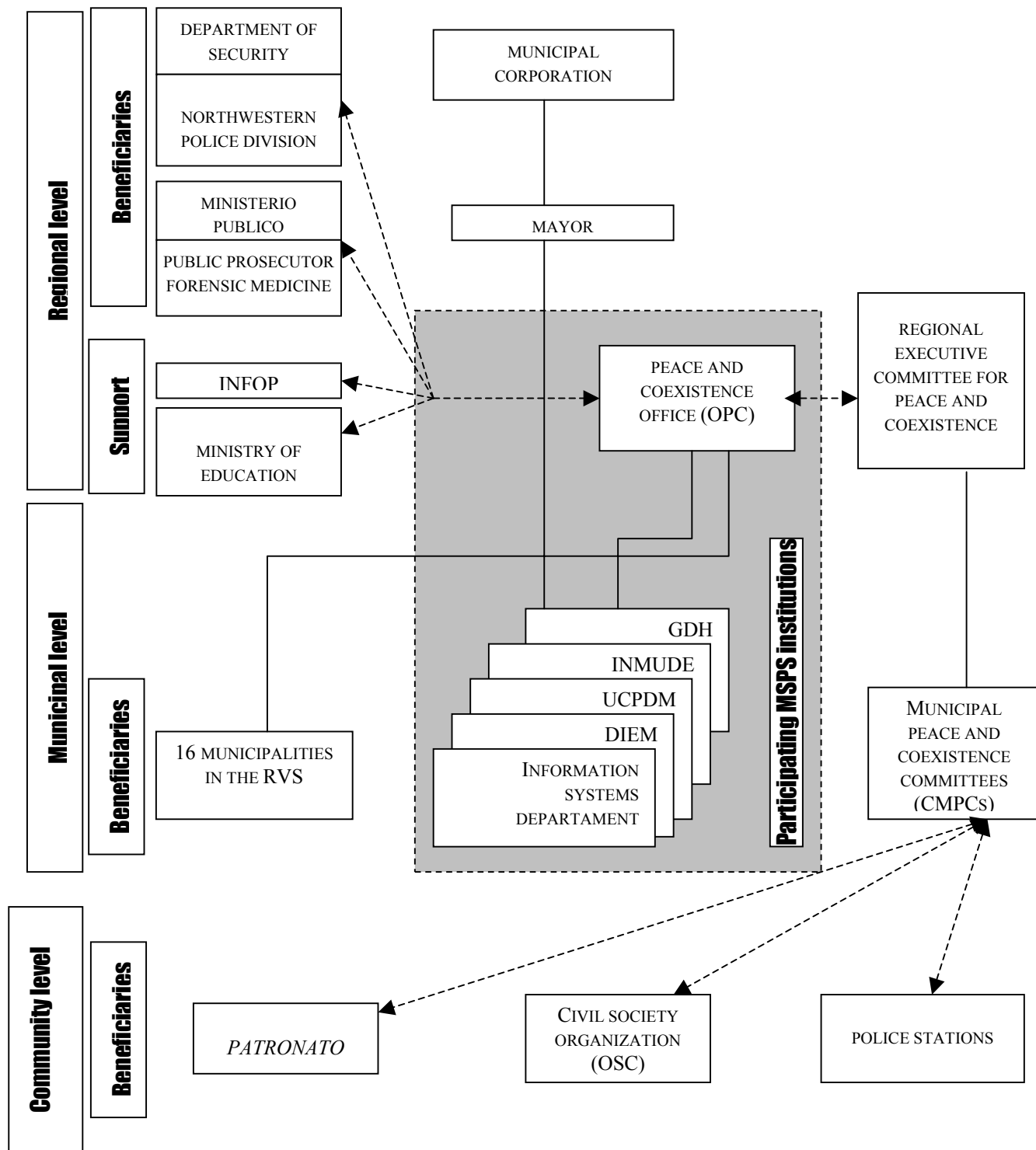
Activity	Key question	Means of verification	Methodology	Time of evaluation	Estimate costs
		3. One field in Choloma, El Progreso and Santa Rita			
Training for vulnerable youths ¹	<p>Of the three types of job training (technical training, skills enhancement and basic workshops), how effective is each for finding work and what is its impact on wages earned?</p> <p>How has the inclination to become involved in violence among youths between the ages of 15 and 25 who participate in this activity changed?</p>	<p>Forms and information provided by INFOP</p> <p>See survey L1 in the CDC book (“Likelihood of violence and delinquency”)</p>	<p>Survey of beneficiaries of the three types and nonbeneficiaries (control group)</p> <p>Use a special module for the beneficiaries of the basic workshops to measure the more modest impact of this training</p> <p>Use two control groups: (1) one control group for technical training and skills enhancement and (2) one control group for the basic workshops</p> <p>Close-ended surveys</p>	<p>Survey of each group of graduates in a particular month after they complete their training, by type</p> <p>Perform a comparative analysis at the end of the first year of this component</p> <p>Survey of each group at the start and finish of training (for all types).</p>	<p>Total pre and post surveys:</p> <p>Beneficiaries 1,406</p> <p>Control group 1,000</p> <p>Estimated cost US\$42,801</p>
2.2 Promotion and new directions in human development for the juvenile population at risk					
Education and comprehensive assistance for at-risk youths	How has the inclination to become involved in violence changed ?	See survey L1 in the CDC book (“Likelihood of violence and delinquency”)	Close-ended pre and post surveys	At the start and one year later	Total pre and post surveys: 600 Estimated cost: US\$28,600
	Is there motivation to improve?	Use survey H3 “Achievement Motivation” in the CDC book	Close-ended pre and post surveys	At the start and one year later	
3. Support for the preventive policing project					
Pilot community police project	<p>As a result of this initiative were the following reduced:</p> <ul style="list-style-type: none">• Crime indicators?	Pre and post household surveys in the areas of influence to evaluate	Surveys in El Progreso and Chamelecón	Baseline survey (and of the extent and cost of violence)	Total pre and post surveys: 6,000 Estimated cost:

¹ Subject to change based on the results of the labor market study

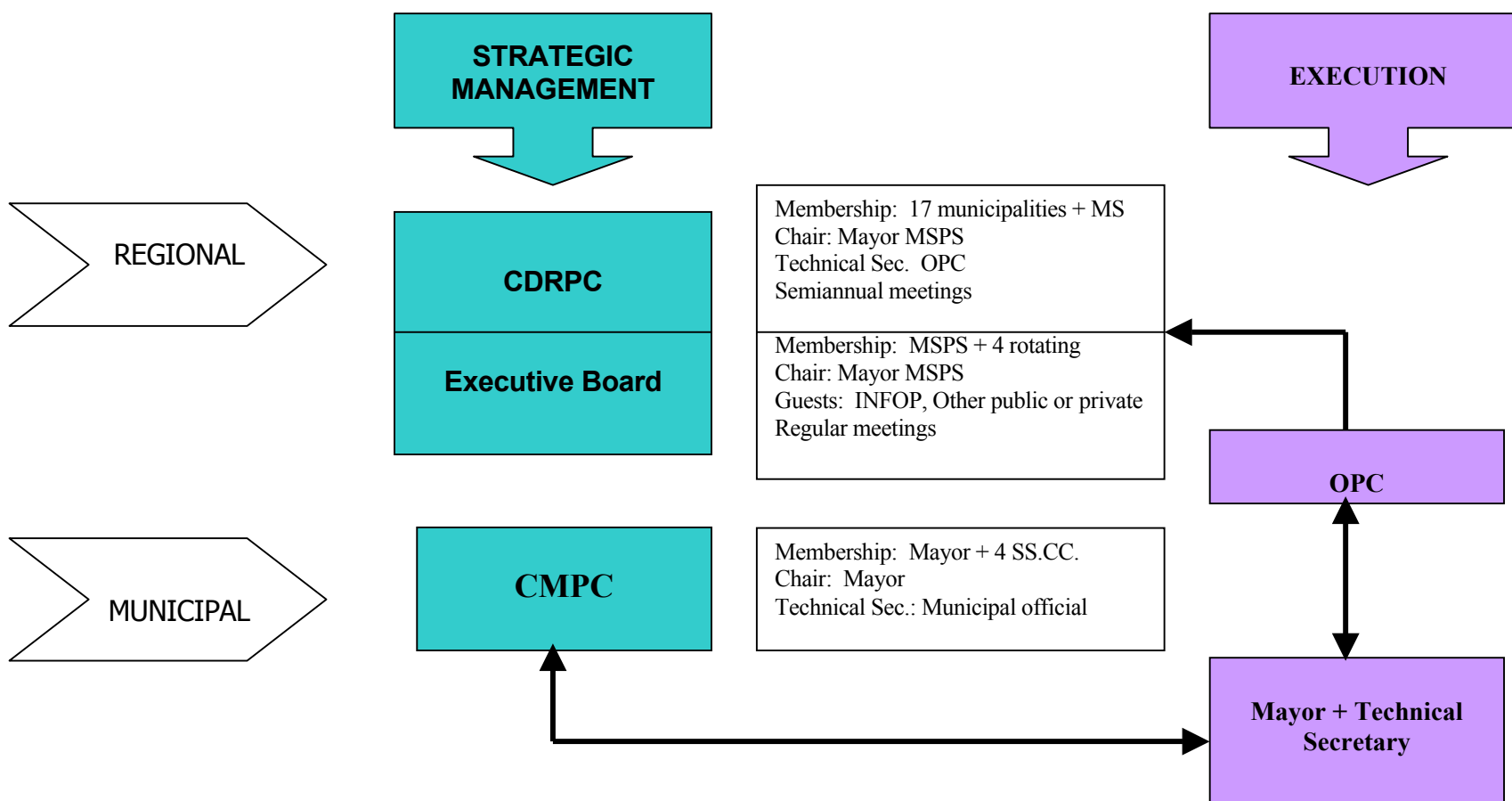
Activity	Key question	Means of verification	Methodology	Time of evaluation	Estimate costs
	<ul style="list-style-type: none"> The perception of insecurity/fear? The level of community mistrust of the police? 	<p>changes in: (i) the perception of insecurity; (ii) victimization; (iii) the image of the police; and (iv) opinion about their involvement in the model and expectations of participation</p> <p>Pre and post household surveys in areas close to the areas of influence to evaluate the impact on the perception of insecurity and victimization</p>		Identical survey two years after this component begins	<p>US\$ 78,882</p> <p>Total pre and post focus groups:</p> <p>Estimated cost:</p> <p>US\$10,916</p>
DISEPROFAM	Has identification of cases of domestic violence improved in health facilities and police stations?	Close-ended survey	Follow-up study at police stations and in hospitals that administer a survey to alleged victims of domestic violence. The researcher then crosses the information from the survey with the information reported by the institutions. One police station and one health care facility in the following municipalities: San Pedro Sula, Choloma and Villa Nueva. Chose the stations and hospitals with the largest number of cases of domestic violence.	Baseline before the component starts up Administer the survey again in the first half of the third year of the project	<p>Total pre and post surveys: 1,800</p> <p>Estimated cost:</p> <p>US\$34,216</p>
	Has the quality of the services for female victims of domestic violence provided at health facilities and at police stations improved?	Close-ended survey (combined with the previous one)	The same surveyor asks about the quality of services received (only in cases of domestic violence). This and the previous survey (which form a single survey) are administered after the woman has received the services.	The same	

Activity	Key question	Means of verification	Methodology	Time of evaluation	Estimate costs
	Did the percentage of reported cases of domestic violence increase?	Survey on domestic violence victimization Survey of 1,200 households (only interview women, taking the necessary precautions)	Include a question in the survey of victims of domestic violence on whether the case was reported or not and if it was not, another question on why it was not.	The same as the preceding survey	Total pre and post surveys: 2,400 Estimated cost: US\$43,153
Oversight and accountability	Did the rate of settlement of cases reaching the Internal Affairs Office improve? Did the image and effectiveness of the police improve in the RVS?				Total pre and post surveys: 6,000 Estimated cost: US\$27,918 Total pre and post focus groups: 18 Estimated cost: US\$7,335

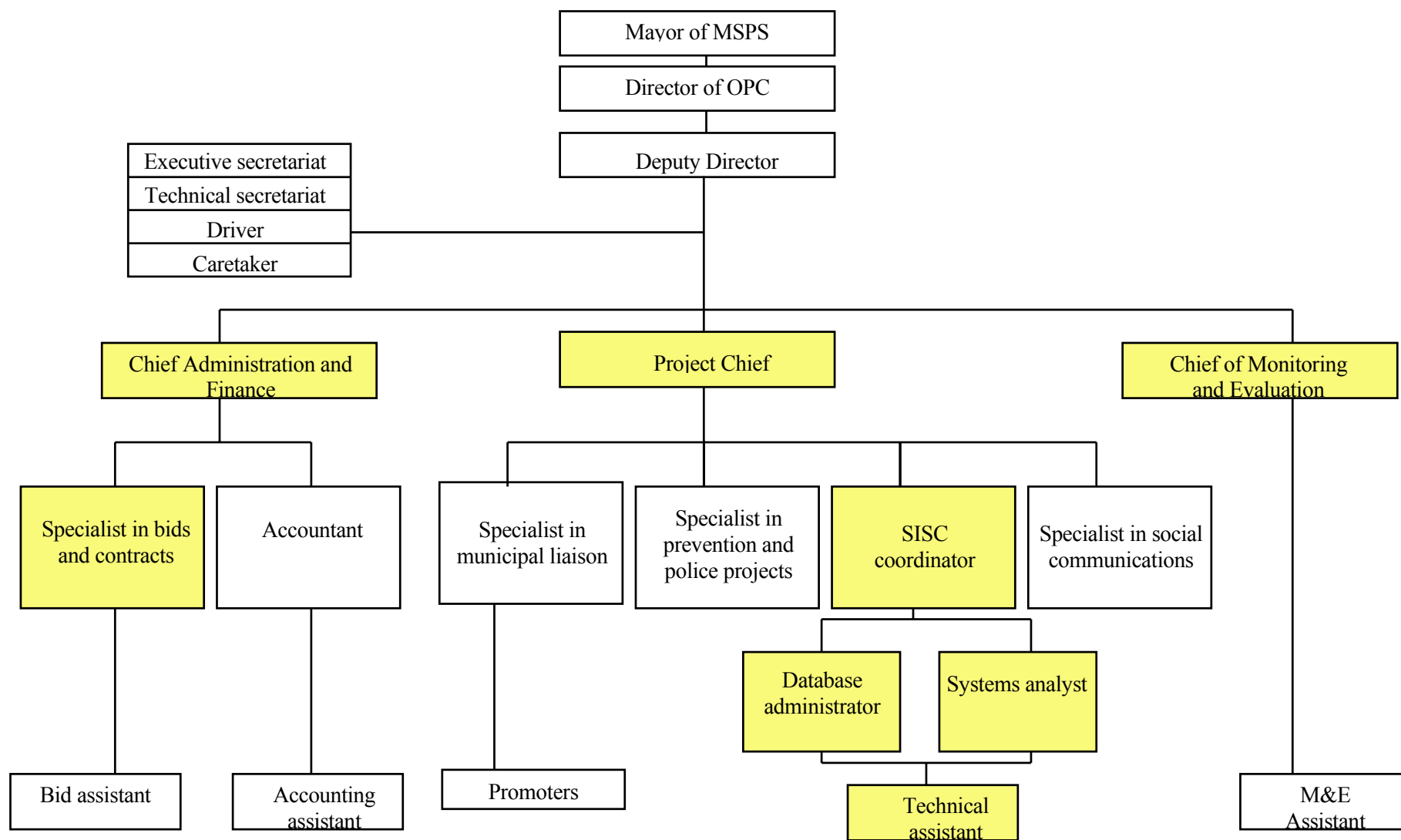
EXECUTION PLAN (INSTITUTIONAL RELATIONS)



OPERATING PLAN FOR PROJECT EXECUTION HO-0205



Organization Chart of the Office of Peace and Citizen Coexistence (OPC)



OPC personnel to be financed by the IDB

**SUMMARY OF THE TENTATIVE PLAN FOR MAIN PROCUREMENT OF GOODS,
AND CONTRACTING OF WORKS AND SERVICES
PEACE AND CITIZEN COEXISTENCE PROJECT FOR THE MUNICIPALITIES OF THE SULA VALLEY (HO-0205)**

COMPONENTS		AMOUNT	YEAR 1	YEAR 2	YEAR 3	YEAR 4
A.	GOODS, SERVICES AND PHYSICAL WORKS					
	International competitive bidding	1,515,324	1,515,324	-	-	-
	Equipment (Hardware/Software, Cabling and Backbone) for the SISC	1,065,324	1,065,324			
	Admin. & education services & comprehensive assistance-vulnerable youths	450,000	450,000			
	Local competitive bidding	10,654,316	4,434,478	5,244,119	946,190	29,529
	Furnishings, equipment and materials--Chamelecon Center, community and cultural centers	1,282,821	427,417	855,405		
	Printing of materials	1,031,222	695,191	208,836	127,194	
	Training, surveys, supervision, campaign and monitoring	3,686,455	2,070,702	1,379,665	206,558	29,529
	Soccer, basketball and music equipment	720,197		471,162	249,035	
	Chamelecon Youth Center infrastructure	844,361		844,361		
	Construction and rehabilitation of sports fields and courts	1,927,079	1,030,980	896,099		
	Rehabilitation and equipment of cultural centers and libraries	1,087,180	180,188	543,590	363,402	
	Other civil works for the SISC	75,000	30,000	45,000		
	Limited local bidding or local call for proposals	367,862	244,426	103,454	19,982	-
	Equipment and furnishings	61,373.00	61,373.00			
	Printing of materials	47,539.00	22,573.00	24,966.00		
	Training, focal groups and surveys	51,974	31,992		19982	
	Construction and rehabilitation--parks and Regional Office of Internal Affairs	206,976	128,488	78488		
	Shopping	389,125	218,238	73,810	64,964	32,113
	Equipment and furnishings	26,404	24,696	1,708		
	Printing of materials	75,710	44,339	21,517	6,521	3,333
	Training, focal groups and surveys	169,561	34,153	48,185	58,443	28,780
	Rehabilitation of police offices	117,450	115,050	2,400		
B.	CONSULTING SERVICES					
	International competitive bidding	1,045,400	1,045,400			
	International technical assistance	360,000	360,000			
	Development and implementation of the SISC	685,400	685,400			
	Limited local bidding (LLB) or local call for proposals	129,322	129,322	-	-	-
	International consulting services	44,028	44,028			
	Local consulting services	85,294	85,294			
	Shopping	834,781	434,047	182,938	115,856	101,940
	International consulting services	114,432	112,688		1,744	
	Local consulting services	720,349	321,359	182,938	114,112	101,940