



MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND

# VIOLENCE, CITIZEN SECURITY AND THE POST-2015 DEVELOPMENT AGENDA

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**Global Thematic Consultation  
31 January – 1 February 2013**

*Radisson Summit Hotel  
Panama City, Panama*



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The United Nations Office for Disaster Risk Reduction

## GENERAL INFORMATION

As the end of the Millennium Development Goals (MDGs) fast approaches in 2015, global leaders and citizens everywhere are engaged in dialogue and critical reflection on what has been achieved and what comes next. Governments, regional organizations, civil society organizations, the private sector, and bilateral and multilateral agencies are initiating a number of processes to take stock of progress and reflect on future challenges.

The United Nations Secretary-General has indicated that the next generation of development priorities should not be approached as business as usual, where decisions about new development frameworks were left to political leaders alone. To this end, the Secretary-General constituted a UN System Task Team (UNSTT) in September 2011, drawn from over 60 UN entities and co-led by the Department of Economic and Social Affairs (UNDESA) and the United Nations Development Programme (UNDP). The Task Team is mandated to coordinate system-wide preparations and to propose, in consultation with all stakeholders, a unified vision and road map for the post-2015 development agenda.

In its report to the Secretary-General, entitled “*Realizing the Future We Want for All*”, the UNSTT underlines the urgency of a new vision of transformative change; calls for a more rights-based, inclusive, people-centered and sustainable development agenda; and recommends crafting the post-2015 agenda around four inter-dependent dimensions—*inclusive social development, inclusive economic development, environmental sustainability, and peace and security*. The UNSTT reaffirms the

Secretary-General’s call for a broad consultative process that represents the voices of all peoples and draws on the outcomes of the Rio+20 *Conference on Sustainable Development*.

The Secretary-General appointed in July 2012 a 26-member High-level Panel (HLP) of Eminent Persons on the Post-2015 Development Agenda, co-chaired by President Ellen Johnson-Sirleaf of Liberia, President Susilo Bambang Yudhoyono of Indonesia, and Prime Minister David Cameron of the United Kingdom. The HLP is expected to provide a comprehensive vision and direction for the post-2015 development agenda that will help respond to the global challenges of the 21<sup>st</sup> century, in a comprehensive report to be presented to the Secretary-General by May 2013. The President of the UN General Assembly will convene a Special Event at the 68<sup>th</sup> Session of the General Assembly in September 2013 to make recommendations on the inter-governmental process leading up to 2015, drawing on the report of the Panel.

In support of these efforts the UN Development Group (UNDG) launched the ‘*Building the Post-2015 Development Agenda: Open and Inclusive Global Consultations Project*’, with the aim to build and lead a strategic coalition of partners to undertake bottom-up thematic and web-based consultations at the global, regional and national levels. The consultations are backed by extensive evidence-based research findings that draw lessons from the implementation of the MDGs and identify new opportunities for inclusive sustainable development.

## THEMATIC CONSULTATIONS

The Panama consultation on **Violence, Security and the Post-2015 Development Agenda** will take place on 31 January to 1 February 2013. It will inform the “**Conflict, Violence, and Disaster**” theme — one of eleven themes around which the UN intends to nurture ‘broad coalitions for change’ to inform the post-2015 development agenda.<sup>1</sup> It is the last of three sub-thematic global consultations organized under the ‘Conflict, Violence, and Disaster’ theme. The Panama consultation will focus on the inter-relationships between violence, citizen insecurity, and sustainable development.

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<sup>1</sup> The other themes include: inequalities, health, education, growth and employment, conflict and fragility, governance, environmental sustainability, food and nutrition security, energy and water.

The first consultation on **Disaster and the Post-2015 Development Agenda** was held in Indonesia on 22-25 October 2012; and the second on **Conflict and Fragility and the Post-2015 Development Agenda** took place on 28-30 November 2012 in Monrovia, Liberia. The three global consultations will culminate in a **High-Level Consultation on Conflict, Violence, and Disaster and the Post-2015 Development Agenda** in Helsinki in the first quarter of 2013, to be hosted by the Government of Finland.

The United Nations Development Programme (UNDP), the United Nations Peacebuilding Support Office (PBSO), the United Nations International Strategy for Disaster Risk Reduction (UNISDR), and the United Nations Children’s

Fund (UNICEF) are co-leads for the Conflict, Violence and Disaster theme, with support from the Government of Finland.

## Making the Case for the Impact of Violence on Development

The most remarkable achievement of the MDGs framework has been its ability to rally the world to successfully fight against poverty. The clear, simple and achievable goals and targets of the MDGs were universally acceptable and served as effective benchmarks for assessing state performance in poverty reduction and promoting sustainable development. Nonetheless, the MDG framework also exhibited significant weaknesses, not the least in its failure to account for peace and security, including freedom from fear of violence, oppression, and injustice.<sup>2</sup>

Moreover, when peace and security are discussed at a global level, the focus remains generally on inter and intra state wars. This narrow focus obscures the diversity and prevalence of organized and interpersonal violence and underestimates the extent to which it negatively impacts people's lives and stifles social and economic development. In 2011, the *Global Burden of Armed Violence* shows that some 526,000 people die violently each year. Just 55,000 people die in war zones in the same period. What is even more striking is that roughly 396,000 of all violence-related deaths occur in so-called peaceful and, in most cases, affluent countries. The human and economic costs of organized and interpersonal violence are far-reaching. Violence destroys lives and livelihoods, disrupts access to education, health and social services, and reduces social and human capital by sowing fear and insecurity. In hours, violence can destroy development investments that took years and decades to build.

Latin America and the Caribbean, in particular, reports three times more homicides than any other part of the world – whether Africa, North America, Eastern Europe or the Middle East – and five times the global average—with children and adolescents bearing the brunt.<sup>3</sup> The impact of violence in Latin

America and the Caribbean is felt in all aspects of society including political stability, human rights, children's survival and development, economic productivity, the ecosystem, as well as domestic and foreign investment, tourism and services. Developed countries, including the United States, and developing countries across the world are also not spared this menace. In 2010, 15% of US GDP (or US\$15,000 per taxpayer in the United States) was spent on containing violence.<sup>4</sup> Similarly, in Africa, there is an astronomically high police-recorded violent crime in recent years; and the phenomenon is growing.

## Citizen Security and Sustainable Development

Citizen security includes the protection of individuals human beings—whether men, women, girls, or boys—from physical and psychological violence. The focus on individuals distinguishes citizen security from 'national' or 'collective' security, which are the preoccupation of states. Citizen security emphasizes the ways in which individuals are enabled to live full and productive lives with dignity and without feeling afraid. There is an inverse relationship between violence and personal security. A low number of violent deaths suggest a high level of personal security, and vice-versa. Violent death is also a 'sensitive' measure of personal security, it can change rapidly and also allows for a granular understanding of how, who, where, and why people are affected.<sup>5</sup> For example, child survival gains in Brazil, between 2007 and 2008 were offset by the murder of over 14,000 adolescents during that same period. Likewise, throughout the region, more women now die of gunshot than in childbirth.

Women and girl's distinct experience with violence shapes their definition of security which is often different from traditional notions of security, as they tend not to separate public and private security.<sup>6</sup> Femicide is one of the most frequent and extreme forms of interpersonal violence, which is emphasized by the citizen security concept. Women

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<sup>2</sup> While this has been recognized, there are initiatives that supplement the MDG framework especially in the area of peace and security. For example, in 2011 the United Nations Security Council adopted a landmark resolution, UNSCR 1983, which links violence and HIV in conflict and post-conflict situations.

<sup>3</sup> This is driven and facilitated by the widespread presence of small arms and of organized criminal groups; the region is characterized by the highest global homicide rates among people between 15 and 24 years old.

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Barbara Fraser, *Latin America Looks to Violence Prevention for Answers*, *the Lancet* (October 2012).

<sup>4</sup> Institute for Economics and Peace, *Violence Containment Spending in the United States* (September 2012)

<sup>5</sup> Muggah, R. 2012. "Why Personal Security Should Be Part of the Post-2015 Development Agenda", *IPI Global Observatory*. <http://www.theglobalobservatory.org/analysis/382-why-personal-security-should-be-part-of-the-post-2015-development-agenda.html>.

<sup>6</sup> Violence against women has several causes and consequences including the spread of HIV infection.

are frequently attacked in public, including by gangs and organized criminal groups.<sup>7</sup> This blatant violation often takes place in a climate of indifference and impunity.

Although the MDG framework has a dedicated goal on gender, it is silent on violence against women and girls. This absence of a specific indicator on violence against women and girls represent a significant omission in the MDG framework. While many societal inequalities between men and women can be identified through sex-disaggregated data on poverty, education, health or employment levels, this is not the case with violence against women. Conventional poverty and development indicators seldom<sup>8</sup> reveal demographic dynamics and information about ways in which women and girls are affected by insecurity or violence perpetrated by state and non-state actors including family members.<sup>9</sup>

### Assessing the Causes and Drivers of Violence

There are many drivers of violence that seem dominant in predicting violence onset and duration, including in Latin America and the Caribbean. These include grievances due to income inequality especially for unemployed young people<sup>10</sup>, environmental degradation, rapid urbanization, and breakdown of families and communities and a

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<sup>7</sup> Small Arms Survey Research notes: *Femicide a Global Problem*, no. 14, (February 2012).

<sup>8</sup> Except for the indicator on maternal mortality caused by preventable interventions and considered a form of violence against women.

<sup>9</sup> In a comparative analysis of 12 Latin American and Caribbean countries, large percentages of women ever married or in union reported experiencing physical or sexual violence by an intimate partner ever, ranging from 17.0% in the Dominican Republic 2007 to slightly more than half (53.3%) in Bolivia 2003. Most surveys found that between one-fourth and one-half of women reported ever had experiencing intimate partner violence. Furthermore, national surveys in Guatemala, Honduras, Nicaragua and El Salvador, found that 5.8%, 8.7%, 11.4%, and 13.4%, respectively, of women aged 15-49 had experienced some type of sexual violence in their lives such as sexual abuse or forced sex. Honduras: Encuesta Nacional de Salud y Demografía 2005-2006, 2006. Nicaragua: ENDESA 2006-2007, 2008. Guatemala: ENSMI 2008/09, 2010. El Salvador: FESAL 2008, 2009.

<sup>10</sup> The 2010 Regional Human Security Report for Latin America and the Caribbean singles out inequality as one of the main traits that define the conflict and fragility history of Latin America and the Caribbean. It notes that significant and persistent inequality, accompanied by low social mobility, has led the region to fall into an “inequality trap”; p. 16.

weakening of systems to support them. Other equally potent structural factors include legacy of civil wars, illicit trade (drugs, arms, and persons), natural resource exploitation<sup>11</sup>, and impunity. Demographically, the perpetration of and victimization due to violence appears to be concentrated primarily among males aged 15 to 34. And spatially, statistical assessments find that households in cities with more than one million inhabitants were over 70 per cent more likely to be victimized than households in cities of between 50,000-100,000 inhabitants.

In the case of Latin America and the Caribbean, one of the most visible expressions of organized violence is the gang. Although gangs as a social phenomenon—reflecting the frustration of youth due to the lack of development opportunities—have long featured across the region, their growth and influence over the past two decades is unprecedented.<sup>12</sup> Again women and girls are most affected by gang crimes even where they are considered members of these gangs.<sup>13</sup>

### Mobilizing Collective Response to Violence

Violence undermines real and perceived citizen security.<sup>14</sup> Therefore guaranteeing systems for

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<sup>11</sup> For example, the management of land and natural resources is one of the biggest challenges that countries in the Latin America region face. While natural resources can generate resources and employment for communities and states which can be re-invested in national development initiatives, including poverty reduction programmes, there has also been a long history of conflict between communities and local and national governments triggered by the exploitation of those resources. Whether the concerns are based on the inadequate engagement of communities and stakeholders in the development process, the unfair distribution of the benefits, costs, the impact on the environment, and/or the inadequate institutional and legal frameworks to govern the extractive industry - all of the above has often exploded in violent conflict.

<sup>12</sup> Jütersonke O, Muggah R and Rodgers D (2009) Gangs, urban violence, and security interventions in Central America. *Security dialogue*, 40 (4-5). pp. 373-397

<sup>13</sup> Looking beyond Latin America and the Caribbean, HIV-related stigma and discrimination is both a trigger and a consequence of violence and insecurity at the personal and institutional levels across geographic regions. It occurs both in situations of organized and interpersonal violence, requiring tailored interventions.

<sup>14</sup> Under article 3 of the Universal Declaration of Human Rights, ‘everyone has the right to life, liberty, and the security of person’. Article 6 of the International Covenant on Civil and Political Rights affirms that ‘every human being has the inherent right to life. This right shall be protected by law. No one shall be arbitrarily deprived of his life’. The state has an obligation to



citizen security constitutes an intrinsic human right and a sustainable development agenda on its own. Citizen security is also a political issue that speaks to democratic governance, the essential functions and responsibilities of the state, including equitable social services, the existence of a solid social contract, inclusive political processes and effective systems of justice and security.

Nearly all governments are making efforts to adopt a broad approach to advancing citizen security—ranging from community security approaches, development of crime prevention skills, adolescent and youth engagement, fighting organized and street crime, promoting alternatives for gang membership, investing in harm reduction and alternative sentencing for drug-related crimes, and protecting women and girls from intimate partners and domestic violence. There are also efforts to address structural causes of violence including inequality, exclusion of youth, strengthening families and communities, and strengthening law enforcement institutions to combat illegal trade in natural resources and corruption.

The inter-relationship between violence, conflict, fragility, disaster, illicit exploitation of natural resources, corruption, political and social polarization, and under-development, as demonstrated by the compelling evidence from Latin America and the Caribbean, is beyond dispute. Most important, the unanimity in response to violence demonstrated by all governments in the region and across the world is a significant entry point to introduce a global conversation on violence reduction that could lead to a shared universal goal and pathway for violence reduction as integral to advancing sustainable development in the post-2015 period.

## Key Objectives

The Panama Consultation will cover several dimensions of violence: organized crime, street crime, adolescent and youth violence, gender violence (including sexual violence) and interpersonal violence—examining their scope and scale across regions of the world. The aim is twofold: (1) build consensus on the most important ways by which organized and interpersonal violence impede development; and (2) discuss and offer concrete recommendations on how violence reduction can be reflected in the post 2015 development agenda, including through priority

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exercise due diligence to prevent, punish and redress deprivations of life, and to investigate and prosecute all acts of targeted violence.

goals, targets, and indicators related to violence reduction.

Specifically the Panama Consultation will:

- Build shared understanding and political consensus among countries, UN agencies, civil society and the private sector, and UN agencies on the nexus between violence, insecurity, human rights violation, and development;
- Solicit input from a wide range of stakeholders to make the case for addressing organized and interpersonal violence and citizen security in the post-2015 development framework;
- Identify methodologies and successful practices to mobilize more children, youth and women's participation in the post-2015 consultative process as champions for a violence reduction goal in the post-2015 development framework;
- Through the range of evidence, demonstrate that violence reduction as a development goal can be achieved, drawing on existing innovative community-based strategies and public policies;
- Propose a menu of strategic options to represent violence reduction in a broader set of goals under the proposed peace and security dimension of the post-2015 development framework; and
- Build strategic and inclusive coalitions among governments, civil society, and the private sector to advocate for the inclusion of violence reduction and citizen security measures in the post-2015 development framework.

## Expected Outcomes

The Panama meeting will produce a standalone report on Violence, Citizen Security and the Post-2015 Development Agenda. The report, together with reports from the other two consultations, will lead to a **synthesis report**. The synthesis report will be deliberated on at the High-Level Consultation in Helsinki. The Panama report will contain the following:

- A compelling narrative backed by evidence and case stories accounting for the impact of violence and insecurity on achieving the MDGs and future development goals;
- A set of strategic options for accounting for peace, security, violence reduction, and fragility

including suggestions for goals, targets and indicators on the post-2015 development framework; and

- A proposal for global, regional and national coalitions and networks of stakeholders to advocate for the inclusion of peace and security related goals in the post-2015 development framework.

## Methodology

The consultation is structured at a working level and will therefore emphasize working group sessions. The working sessions will be held under the Chatham House Rule and the principles of dialogue and mutual respect—treating all participants on an equal footing—to encourage constructive, free, and honest dialogue among all stakeholders. All participants will be required to adhere to these guiding principles. Also, as an evidence-based dialogue platform, the consultation will be supported by background papers related to specific areas and issues of organized and interpersonal violence.

The consultation will be conducted in Spanish and English.

## Participants

Participants will be drawn from multi-stakeholder groups including government, civil society (NGOs, foundations, trade unions, youth organizations, academics, research centers, women, faith-based organizations, etc.), the private sector, international organizations, UN agencies, and the media.

The co-leads, based on inputs from the Steering Committee<sup>15</sup> and members of the Expert's Reference Group (ERG)<sup>16</sup>, will select the participants ensuring expertise, gender, geographic and sector balance.

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<sup>15</sup> Composed by UNDP, PBSO, UNICEF, UNISDR, WFP, UNDESA, UNFPA, UNWOMEN, UNAIDS and a representative of the government of Finland.

<sup>16</sup> The ERG is a 12-member team of scholars, activists, and practitioners established to provide guidance and quality control to the 'Conflict, Violence, and Disaster' Global Thematic Consultation.