

# CITIZEN SECURITY DIALOGUES

## REPORT FROM MEXICO

MEXICO CITY, NOVEMBER 6 - 7, 2014



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The realization of security is one of the pending matters on the agenda for state consolidation in various parts of the world. This is true particularly in Latin American and African countries, the two most violent regions worldwide. The construction of novel concepts that seek to describe and address the reality from multidimensional approaches and innovative models (such as human security, democratic security, and citizen safety) has not been sufficient. Security, in both its objective and subjective dimensions, requires the coordination of efforts and public



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policies that deliver higher levels of security to the millions of people in these countries.

Beyond roadblocks involving certain conceptual discussions that shape the operational framework of interventions, one of the main deficits of political authorities at different government levels is that they have failed in their ability to manage the process of achieving security effectively. One of the main weaknesses of the States in this area appears to have been their own institution-building, which has prevented them from clearing up problems, streamlining processes, and resolving gaps associated with the effective implementation of their own policies.

In order to reflect on this issue, to create a bank of innovative experiences, and to discuss promising practices that allow these difficulties to be overcome, the Second International Meeting of the “Citizen Security Dialogues” initiative was held in Mexico City on November 6 and 7, 2014. The Meeting was hosted by the Instituto para la Seguridad y la Democracia (Insyde), in partnership with the Instituto Igarapé, the International Development Research Centre (IDRC), the African Policing Civilian Oversight Forum (APCOF), the Fundación Ideas para la Paz (FIP), the Inter-American Development Bank (IDB), and the international organization ‘Saferworld’.

The objective of this second Dialogue was to continue the discussions begun during the first meeting in Brazil earlier this year and to facilitate both the exchange and the link between practice and experiences (positive and negative) in each of the seven countries represented (*see list of participants, Annex 1*). The conversations stemmed from six thematic groups with the following central themes: national experiences in citizen security; working with victims and vulnerable groups; working with youth; illegal economies and drug policies; external oversight of police institutions, and the role of civil society in citizen security.

Additionally, a space was opened for exchange and reflection dedicated to the Post-2015 Development Agenda. In particular, this space served for the discussion of ideas and opinions concerning what this agenda under construction represents for countries in the Southern Hemisphere. Furthermore, it was intended to foster the discussion of the multiple strategies that have or should be put into place to ensure that the main concerns of citizens on the issues of security and justice are reflected in the framework document (*see the program in Annex 2*).

## FINDINGS AND MAIN POINTS OF REFLECTION



Gail Super (University of Cape Town), María Elena Morera (Causa en Común), Brie O'Keefe (Saferworld), Julia Monárrez (El Colegio de la Frontera Norte), María Eugenia Suárez (Insyde)

The Citizen Security Dialogues event in Mexico brought together more than 50 prominent members of civil society, academics, researchers, government officials, employees of international foundations, and representatives of international organizations. For two days, these specialists had the opportunity to extensively discuss different areas of, and approaches to, citizen security. These approaches were based on the knowledge, practices and lessons learned from past experience (theoretical and practical) in the field.

The following is a summary of the key points of discussion and reflection on these experiences:

**It is essential to assign the strengthening of state institutions as the central concept in the operationalization and implementation of security policies.** This point directly deals with the police, but also addresses the

various organs of design, planning and –particularly– execution related to the development of policies, plans, and safety programs. Questionable political will, lack of technical skills, absence of local leadership, and the inability to turn ideas into concrete action are observed. Also noted are a significant reluctance to innovation, rejection of criticism, widespread resistance to the installation of professional standards, disdain for the modernization of structures, processes, and mandates, and a deliberate absence of mechanisms able to systematize experiences, capitalize on knowl-



Erika Llanos (Cauce Ciudadano), Alfredo Zavaleta (Universidad Veracruzana), Juan Salgado (CTDE), Isabel Aguilar (Interpeace Central America), Lorenzo Wakefield (APCOF)

edge, and transform institutions into permanent self-learning organizations.

**The importance of creating a direct link between research and public policy on security is emphasized.**

Some social studies and academic research can and should be used for purposes of advocacy. Thus, they will contribute content and structure to the initiatives that the government implements. As some participants commented: “We must overcome empiricism” and “ensure that the evidence is transformed into the creative design of public policies”. The responsibility of organized civil society must transcend passive participation. It must also focus efforts on generating inputs for decision-makers based on the capitalization of accumulated knowledge and experience in the field.

**The different approximations recognize the importance of building initiatives based on specific realities with special emphasis on managing for results.**

A certain degree of conceptual and methodological tension is observed between the perspective that proposes using a transversal and cross-disciplinary approach for the prevention of violence and crime (linked to human development) and the vision that strives for interventions targeted at certain spaces, times, and subjects. Both scenarios have presented very diverse

impacts and have had to face different types of challenges. These latter have included the lack of clarity regarding where to place resources and efforts to obtain more efficient results. However, both emphasize the importance of implementing differentiated strategies based on the identification of particular realities. For this, the importance of building initiatives based on a results management methodology with impact indicators and whose funding is tied to the achievement of measurable objectives is recognized. Additionally, there must be institutionalized mechanisms that provide for monitoring actions, permitting the systematization of experience, and contributing to the fostering of sustainable conditions for the projects.

**A profound need for laws that supply normative and operational support to security-related models and interventions is recognized.**

Legislature must play an important counterweight role in designing democratic public security policies. A key part of this work lies in the generation of regu-



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latory frameworks that truly respond to an in-depth analysis of population needs. Also key is for them to provide legal certainty for actions, processes, and government policies and for them to encourage timely and appropriate intervention by state institutions. Additionally, the laws must furnish homogeneous applications for all citizens and, find a balance among preventive action, use of public force, and the application of punitive measures. The importance of scientific evidence in establishing priorities must predominate. Effective measures must be set in place to combat any degree of discretion or simulation as well.

**Governments are required to implement management mechanisms that ensure the generation of processes toward positive results.**

The majority of governments are facing a shortage of all types of resources, but mainly the constant of not knowing how to invest and use these effectively and efficiently. In addition, a potential problem is identified in the lack of institutional assessments and a failure to recognize structural weaknesses when designing the conditions of methodological action. In the majority of cases, the expected results of security matters fail because the tools or skills necessary to implement the proposed processes properly are lacking. Therefore, it is crucial for the government to contain –as much as possible– the dynamics of work under the standards of time

pressure, which normally prevent internal evaluative exercises and often cause the abrupt breakdown of processes. Additionally, true institutional alignment should be fostered among the various components and actors responsible for implementing processes. The aim would be to convert each fragment of the process into a gear that together operates effectively and efficiently.

**Gaps in the performance of the justice system and the invisibility of secondary victims exert an impact on security indicators (objective and subjective).**

The low degree of effectiveness and contradictions associated with the performance of the justice system poses one of the biggest challenges of the security/justice sector. On the one hand, impunity has become one of the main incentives for the flourishing of illegal activities in Latin America and Africa. On the other hand, the excessive use of punitive penalties for misdemeanors maintains prison systems saturated and broken down without the possibility of providing comprehensive rehabilitation and social reintegration services. The same occurs with what appears to be a regional trend in Latin America pointing to increased use and hardening of pretrial detention. Additionally, an attitude of invisibility toward indirect victims prevails in state institutions. This aids in strengthening widespread perceptions of helplessness, lack of protection, and insecurity. In this regard, greater support is found for proposals revolving around the driving of the formulation and/or implementation of laws



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that promote alternatives to prison. This takes place simultaneously with the emphasis of the principle of restorative justice, favoring compensation for damage to the victim over punishment of the State against the person responsible for the crime.

**The relationship among youth, violence, and crime is a key aspect of citizen security today.** Different presentations addressed the importance of early intervention with young people –in their ambivalent character of victims and victimizers– as a pivotal strategy of crime prevention. The importance of recognizing a plurality of new youths in a dynamic multiplicity of asymmetrical relationships with adults so as not to stigmatize any behavior and to be able to open spaces to empower these youths, capitalize on them and, if appropriate, support their recovery and effective inclusion was stressed. Special emphasis was also placed on the importance of promoting resilience processes. These would help to empower their life projects through capacity building techniques to reduce vulnerabilities and for the development of the exercise of citizenship. Also, the importance of targeting government and civil interventions in youth transitions was recognized. In this regard, particular emphasis was placed on limiting the reproduction of violent patterns and discouraging voluntary or forced decisions to commit the first crime.

**Accountability emerges as an important resource to strengthen the management of institutions while generating positive incentives to produce greater closeness with the society.** Opacity, discretion, and lack of information about how authorities and officials make decisions –and the results emanating from them– stand out as some of the main reasons behind the low legitimacy associated with security institutions in Africa and Latin America. From this perspective, transparency and accountability emerge as an important resource. They guarantee that for each act of authority, there is an unequivocal decision to make explicit the reasons that lead institutions to act as they do. This usually produces at least two positive consequences: it systematizes and translates the information into learning and organizational improvement processes, while increasing interest, trust, and civic participation.

## SECURITY AND JUSTICE IN THE POST-2015 DEVELOPMENT AGENDA



Robert Muggah (Igarapé Institute), Salomé Flores (Center of Excellence UNODC-INEGI), Javier Hernández (United Nations Office of the High Commissioner for Human Rights in Mexico)

Citizen Security Dialogues - Mexico devoted a segment of the event to the presentation and socialization of the implications of the new agenda that is currently being discussed by the United Nations as part of the process of defining the global development framework to follow the Millennium Development Goals when they reach their deadline at the end of 2015. To this end, a representative of the Ministry of Foreign Affairs attended the event and shared the Mexican experience in the respective negotiation processes worldwide. This lecture was followed by two panel discussions in which the perspectives and positions of national and international actors were analyzed. The result of this discussion was the signing of a statement demanding that the issues of security, justice, and governance are included as a priority in the design of the Post 2015 Development Agenda. In this statement, the following is recognized:

*“Even when they have different views and interests, countries in the region share at least three common priorities that should be reflected in the design of this Agenda. First, increased levels of*

*violence and insecurity are undermining the trajectories of regional economic growth. Second, the confidence of society in public institutions is being eroded by its inability to address these challenges. And third, governments are being undermined by organized and interpersonal crime, thereby compromising fundamental human rights”*

The full declaration can be consulted at: <http://bit.ly/1rVvQ2r>

## CHALLENGES FOR THE NEXT DIALOGUES



Heidy Cristina Gómez (Human Security Observatory of Medellín), Elías Rafful (National Center for Crime Prevention and Citizen Participation), Carlos Vilalta (CIDE), Verónica Martínez (Proyectos Estratégicos Consultoría), Ana Dulce Aguilar (Instituto de Justicia Procesal Penal)

Citizen Security Dialogues - Mexico represented a significant opportunity to further address the types of practices and experiences that appear to work and not work when it comes to citizen security in Latin America and southern Africa. As the second meeting of this important initiative (the first was held in Rio de Janeiro in March 2014), this space allowed us to resume and detail the various discussion elements of what was highlighted at the first forum in Brazil, such as the importance of the local, the relevance of institutional strengthening, and the need to implement legislative reforms. Nevertheless, new issues and approaches emerged that continue to blaze a trail for future Dialogues. These include the issue of accountability, considerations of victims and the judicial system, and the type of approach for working with young people, to name a few.

Cape Town and Bogota will host the next Citizen Security Dialogues during 2015. In addition to continuing the discussion on

what appears to work and not work in our different realities, one of the main challenges facing this initiative comprises proposing conditions from which exercises can be undertaken that link practices and shared experiences. The latter could feasibly be transformed into the creation of specific proposals for action.

## ANNEX I: PARTICIPANTS - CITIZEN SECURITY DIALOGUES IN MEXICO

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Zara Snapp	Global Commission on Drug Policy	***

## ANNEX II: CITIZEN SECURITY DIALOGUES AGENDA

### DAY 1 - THURSDAY 6 NOVEMBER (CITIZEN SECURITY DIALOGUES)

8:30 – 9:00	<b>REGISTRATION OF PARTICIPANTS</b>		
9:00 – 9:15	Welcome message <ul style="list-style-type: none"> <li>• Insyde Executive Direction, Mexico</li> <li>• International Development Research Centre, Canada</li> <li>• Instituto Igarape, Brazil</li> </ul>		
9:15 – 11:15	<b>FIRST PANEL: CITIZEN SECURITY EXPERIENCES IN LATIN AMERICA</b>		
	Patricia Bulla	Focalised police planning and reduction of crime	Fundación Ideas para la Paz (FIP), Colombia
	Cláudio Beato	Concepts of citizen security as a road map for a political platform	Universidade Federal de Minas Gerais, Brasil
	Ángel Alvarado	The challenge of citizen security	Alcaldía de Sucre, Venezuela
	Carolina Ricardo	The case of São Paulo and the challenges of public security in Brazil	Instituto Sou Da Paz, Brasil
	Roberto Campa Cifrián	Prevention experiences in Mexico	Secretaría de Gobernación, Méx.
	MODERATOR: Ernesto López Portillo, Instituto para la Seguridad y la Democracia		
11:15 – 12:45	<b>SECOND PANEL: WORK WITH VICTIMS AND VULNERABLE GROUPS</b>		
	Verónica Martínez Solares	Community and state responses to victimisation in Latin America	Proyectos Estratégicos Consultoría, Mexico
	Ana Dulce Aguilar García	Presumption of innocence and public safety in Mexico, a possible dialogue	Instituto de Justicia Procesal Penal, A.C, México
	Heidy Cristina Gómez Ramírez	Community agendas towards the consolidation of processes to support security public policies	Observatorio de Seguridad Humana, Colombia
	Elías Rafful Vadillo	Policies for victims and vulnerable groups in Mexico	Centro Nacional para la Prevención del Delito, México
	MODERATOR: Carlos Vilalta Perdomo, Centro de Investigación y Docencia Económicas		
12:45 – 13:00	<b>COFFEE BREAK</b>		
13:00 – 14:30	<b>THIRD PANEL: WORK WITH YOUTHS</b>		
	Lorenzo Wakefield	Youth and Policing: A complicated relationship in South Africa?	African Police Civilian Oversight Forum, Sudáfrica
	Isabel Aguilar Umaña	Violent youths in the Central America Northern Triangle: challenges for democratic security	Interpeace Centroamérica, Guatemala
	Alfredo Zavaleta Betancourt	Violence prevention and youth resilience	Universidad Veracruzana, Mexico
	Erika Llanos Hernández	Development of comprehensive interventions: human rights, territoriality and population	Cauce Ciudadano A.C., México
	MODERATOR: Juan Salgado, Centro de Investigación y Docencia Económicas		
14:30 – 16:00	<b>LUNCH</b>		

**DAY 1 - THURSDAY 6 NOVEMBER (CITIZEN SECURITY DIALOGUES)****16:00 – 17:30 FOURTH PANEL: DRUG AND ILLEGAL ECONOMY POLICIES**

Jorge Giraldo Ramírez	Informality and criminality: dangerous relations	Universidad Eafit, Colombia
Isaac Beltrán Pacheco	Micro-trafficking in Colombian cities	FIP, Colombia
Lisa Sánchez Ortega	Benefits of ending the war on drugs: policy reform in Mexico and Latin America	Transform/México Unido Contra la Delincuencia, México
Jorge Javier Romero Vadillo	A possible drug policy for Mexico	Universidad Autónoma Metropolitana, México

MODERATOR: Corina Giacomello, Instituto Nacional de Ciencias Penales

**17:30 – 17:45 CONCLUSIONS**

- Insyde Executive Direction, Mexico

**DAY 2 - FRIDAY 7 NOVEMBER (CITIZEN SECURITY DIALOGUES)****8:30 – 9:00 REGISTRATION OF PARTICIPANTS****9:00 – 9:15 SUMMARY OF PREVIOUS DAY**

- Insyde Executive Direction, Mexico

**09:15 – 10:15 FIFTH PANEL: EXTERNAL OVERSIGHT OF POLICE INSTITUTIONS**

Sean Tait	Community Policing, Police Accountability and Citizen Safety	African Police Civilian Oversight Forum, Sudáfrica
Rosa María Ojeda Martínez	External police oversight, the experience in the Municipality of Queretaro	Municipio de Querétaro, México
María Elena Morera Mitre	Citizenry Accompaniment Program for Police Development	Causa en Común, México

MODERATOR: Alejandro Espriú, Instituto para la Seguridad y la Democracia

**10:15 – 11:45 SIXTH PANEL: CIVIL SOCIETY AND CITIZEN SECURITY**

Gail Jennifer Super	Violence and democracy in Khayelitsha, governing crime through the 'community'	Universidad de Capetown, Sudáfrica
Julia Monárrez Fragoso	Spread and advance of organised citizens to confront violence and promote citizen security	El Colegio de la Frontera Norte, México
Alejandro Fontecilla Pinto	Community policing in Mexico: the framework of resistance and conditions of possibility	Insyde, México
Álvaro Vizcaino Zamora	Policing and proximity to the community	Comisionado Nacional de Seguridad

MODERATOR: María Eugenia Suárez de Garay, Instituto para la Seguridad y la Democracia

**11:45 – 12:00 CLOSING SESSION AND FOLLOWING STEPS**

- Insyde Executive Direction, Mexico

**12:00 – 12:30 COFFEE BREAK**

**DAY 2 – FRIDAY 7 NOVEMBER (POST'15 DEVELOPMENT AGENDA)****WELCOME AND INTRODUCTION**

- 12:30 – 12:45
- Insyde Executive Direction, Mexico
  - Instituto Igarapé, Brazil

**CONFERENCE: RULE OF LAW AND THE POST'15 DEVELOPMENT AGENDA**

- Roberto Dondisch Glowinski, Ministry of Foreign Affairs, Mexico

12:45 – 13:30

**FIRST PANEL: RESPONSE TO THE POST'15 DEVELOPMENT AGENDA CONFERENCE**

13:30 – 14:30	Robert Muggah	Citizen security and the Post'15 Development Agenda	Instituto Igarapé, Brasil
	Javier Hernández Valencia	Human rights and the Post'15 Development Agenda	Oficina del Alto Comisionado de las Naciones Unidas para los Derechos Humanos en México

**MODERATOR:** Salomé Flores Sierra Franzoni, Centro de Excelencia UNODC-INEGI

**LUNCH**

14:30 – 16:00

**SECOND PANEL: NATIONAL AND INTERNATIONAL PERSPECTIVES ON THE POST'15 DEVELOPMENT AGENDA**

16:00 – 17:00	José Lobo Carrillo	Security and justice, fundamental aspects of sustainable development	Open Society Foundations
	Ana Cristina Ruelas Serna	Governance in the area of security within the Post 2015 Development Agenda	Artículo XIX
	Brie O'Keefe	Protecting and promoting objective 16: peace and governance issues in the Post'15 Development Agenda	Saferworld

**MODERATOR:** Javier Hernández Muñoz, United Nations Office on Drugs and Crime

**CONCLUSIONS AND FOLLOWING STEPS**

- 17:00 – 17:15
- Insyde Executive Direction, Mexico
  - International Development Research Centre, Canada
  - Instituto Igarapé, Brazil