

United Nations Development Programme:
The Arias Foundation for Peace and Human Progress

**Revisiting Esquipulas II: The Pending Agenda
Evaluation, Celebration, and
Continued Observation.**

On August 7, 1987, the five Presidents of each Central America country signed the Esquipulas II Accords, a treaty entitled the Procedure for the Establishment of a Firm and Lasting Peace in Central America, which laid out several tasks for the unstable, war-torn region, including national reconciliation, cease fire, and democratization. Twenty years later, it is important to continue the process of building and maintaining peace by revisiting and reevaluating the Accords with an eye to what has been accomplished, what needs improvement, and what pressing issues were not covered by the agreement. This project will accomplish these goals by engaging in research to identify important issues, the current state of the region and a pending agenda; by hosting anniversary celebrations at the United Nations and in Central America to present findings, promote dialogue and call attention to the needs of the region; and by facilitating continued observation of the designated themes.

Revisiting Esquipulas II: The Pending Agenda

Section I—Elaboration of the Narrative

Part I. Situation Analysis

The 1980s represented a decade of political and military crisis in Central America exacerbated by clashing US-Soviet interests in the region during the Cold War. In Guatemala, the 30 year internal conflict reached its worst levels of violence; while the civil war in El Salvador reached its bloodiest point emboldened by US military assistance to the government. In Nicaragua, the Sandinista government fought the US-funded Contra forces; and Honduras became a base for US allies in the region. The causes of these conflicts were rooted in the region's conditions of poverty, political repression, social exclusion and inequality.

In 1987, following a meeting hosted by Guatemalan President Vinicio Cerezo (Esquipulas I) and inspired by Costa Rican President Oscar Arias, the presidents of the five Central American nations met to negotiate a political settlement for peace in the region, free from the influence of superpowers, denominated the Procedure for the Establishment of a Firm and Lasting Peace in Central America or "Esquipulas II." The Accords, signed on August 7, 1987, set out a number of tasks for the region requiring both national and regional efforts to build peace. The Accords called for national reconciliation, cease fire, democratization, free elections, and an end to support to rebel groups. They also focused on cooperation; arms control; tackling the issue of refugees and the internally displaced; an end to destabilizing activities for neighboring governments; and freedom for peace and development. These 11 goals went beyond the negotiation of a cease-fire as they sought to address the underlying conditions that contributed to the crises and demonstrated understanding of peace as a *process*.

The signing of national peace agreements in El Salvador (1992) and Guatemala (1996) signaled a negotiated end to the remaining Central American conflicts. The decade of the 1990s witnessed free elections, cease-fires, and the return of democracy to all countries of the region. The Esquipulas II Accords were a success in that the peace plan originated from within the region and represented consensus between politicians of opposing ideological positions. This example of dialogue and conflict resolution in the midst of conflictive interest between the era's two global superpowers is an important case study and lesson for today's conflicts. As the 2005 Human Development Report³ shows, there are now fewer conflicts than in 1990 but those conflicts have exacted an extremely large toll in human lives. Those conflicts are mostly internal and tend to thrive in low income countries, especially in Africa. As was the case in Central America, the complex causes of conflict include poverty and horizontal inequality, although the links are not automatic, institutional failures and undemocratic political structures, governmental legitimacy and capacity amongst others.

Thus, understanding and taking stock of the Esquipulas II Accords, is relevant today not only as a compelling model for resolving conflicts internationally but also as a lens for examining the peace process and the current state of affairs in Central America. Today, in the Central

³ UNDP (2005), Human Development Report 2005, Oxford, New York, p. 153.

American region, violence and crime, linked to arms proliferation, continue to plague the region. Incredibly, this violence has produced more victims than those accounted for during the armed conflicts. In addition, social exclusion, asymmetric gender relations, poverty, human rights violations, and weakness in the rule of law continue to be pressing items on Central America's current development agenda. They have yet to be addressed adequately from a regional perspective. There is a need to recognize the positive effects of the Accords but also their limitations. Then, it is important to address pending issues, which require action from a historical perspective taking into account the successes in the 80s and 90s.

There are two groups of pending issues that form the agenda of actions. The first deals with issues that were addressed under the Esquipulas II Accords, which require attention, as the conditions for their fulfillment have not been entirely met or completed, such as the strengthening of democratic and development processes, poverty, and arms control. The second aspect involves issues that, although recognized as pertinent to the pursuit of peace, were not incorporated into the Esquipulas discussions and Accords, such as asymmetrical gender relations. While the second part of this pending agenda relates directly to the third Millennium Development Goal (MDG) of promoting gender equality and empowering women, both groups of issues strongly support the first MDG of eradicating poverty as well as the eighth MDG of promoting global partnerships for development.

Part II. Strategy

The strategy of this project is to tackle those issues of the pending agenda, considering the MDG framework and under the leadership of the Arias Foundation, a recognized institution in the field both in Central America and globally.

The outcome of the Revisiting Esquipulas II project is to contribute in addressing unresolved issues and persistent asymmetries that hamper the pursuit of equitable, sustainable, and locally relevant development in Central America. The project also aims at fostering awareness and garnering support from international media, non-governmental organizations, educational institutions, and international governmental agencies on the importance of international involvement in favor of peace and development in the region. The project is in itself a demonstration of such a partnership, through the alliance between the Arias Foundation and UNDP. This is an integral part of the project's strategy as it will allow the project to reach a greater audience and its conclusions and recommendations to be included in the practice of UNDP's work at the global level.

To attain those outcomes the project will strive to attain three sets of results: First, it will evaluate the progress of the implementation of the Esquipulas II Accords. Second, it will provide a platform to celebrate its accomplishments, discuss its pending issues and provide recommendations for the future and; third, it will set the mechanisms for continued observation and monitoring for their implementation. Each result is detailed below.

1. *Evaluation* is the centerpiece of the project. Revisiting Esquipulas II means appraising the progress of Central America countries in terms of the eleven specific goals they set out for themselves in the Accords. Have the parties been true to their word? If so, have the measures they implemented been effective? Are there objectives laid out in 1987 that are still unattained?

Are current national priorities different from those of twenty years ago? And, if so, are new policy solutions necessary?

The evaluation phase consists of research to be commissioned both in preparation of the summit meetings and as part of a long term effort to analyze and evaluate the region's progress on the basis of key issues identified by the Arias Foundation Observatory. An indicative and non-exhaustive list of key topics and subtopics to be researched, which are important components of the Accords or central themes for the region today, follows. As the project is launched, additional themes might be considered as well as specific national papers. These issues would be considered both for the evaluation and for the constant observation phase or results.

Democratization

- Transparency and accountability
- Electoral processes
- Political forces (i.e., political parties, political opposition groups)
- Citizen participation
- Civil society action

Security

- State security vs. human security
- Arms proliferation
- Armed forces
- Social violence
- Migration

Social Equality

- Situation and condition of women in the region
- Indigenous and black communities
- Socioeconomic disparity

This evaluation will also contribute directly to the work of UNDP in developing and publishing a sub regional Human Development Report (HDR), which will take stock of the Peace Agreements. What is more, some of the topics listed will be covered directly by the HDR Team as a contribution to the present project.

RBLAC will provide a formal platform of collaboration between the regional project and the regional HDR which is currently prepared under the leadership of UNDP El Salvador.

2. The *Celebration* phase will be held in honor of the twentieth anniversary of Esquipulas as an expression of the value of peace and renewed commitment to the goals set forth in the Accords. Two summits will take place at different times in distinct locations: a June 2007 event at the United Nations in New York and an August 2007 event in San José, Costa Rica on the anniversary of the signing of Esquipulas II. While the objective of the June summit at the United Nations is to identify and examine what has taken place in Central America since 1987, the August event will be a celebration of the successes of Esquipulas II and a forward looking perspective on the future of Central America.

The United Nations event, which will be supported in part by the Albert Schweitzer Institute at Quinnipiac University, the SEGIB (Secretaria Iberoamericana de Cooperacion), the 'Project on Justice Project in times of transition' and the Toledo Center for Peace, will take place over one full day and one evening, consisting of a combination of presentations and plenary discussions based on the themes outlined above. On the first evening, possible participants (between 150 and 200) include but are not limited to:

- The ex-Presidents of Central American countries who signed Esquipulas II
- Former regional Presidents and representatives of the United Nations
- Current government, NGO, and academic leaders in US, Canada, Europe, Latin America and the Caribbean and Asia
- Nobel Laureates
- Representatives of regional organizations
- Representatives from NGOs outside the Americas

The summit will commence with a dinner at the United Nations in anticipation of the formal substantive exchange to begin on the first full day of the event with small panels and round table discussions. The dinner will serve as an introduction for participants to the importance of addressing the MDGs of poverty and development in Central America specifically and will set the tone for the event. Costa Rican President, Oscar Arias, is a potential candidate to speak at this inauguration. The conference will include participants of the previous evening and will also be open to students and the general public. During the event, specialists will present the findings of their evaluative investigations through panels in small workshops. Feedback and academic exchange will be encouraged and facilitated by a moderator. Discussions of the results will take place and allow the students and public to interact as well as to question and offer ideas. The goal of this format is to capitalize on the expertise and exchange of specialists while embracing the fresh ideas of a diverse audience in addressing new objectives, challenges and priorities for Central America.

The second event will take place in August of 2007 on the anniversary of the signing of Esquipulas II. In contrast to the June summit, it will focus on the future direction of Central America and will promote concrete strategies for the future. Additionally, while the June summit emphasizes exchange between parties from around the world, the August celebration will exclusively include regional participants, such as national leaders, non-government actors and academics. The celebration will combine a gala event, through which the Arias Foundation will facilitate the expansion of networks for intellectual collaboration, and the presentation of findings from the evaluation phase and June summit to provide a platform for continued observation.

The summits require a coordinated marketing strategy, including dissemination of information through the Arias Foundation and partner programs, logistical meetings, organization of press coverage, and promotion via articles and general interest publications. As a follow-up to the summits, the Foundation will publish an anniversary report to be sent to participants and circulated among other fora.

3. The *Continued observation* phase aims at providing a platform for continued vigilance of the political, social, and economic dynamics of the region. The Arias Foundation Observatory will monitor the priorities defined by the Esquipulas Accords and the findings of the 20-Year Anniversary Summit. In particular, the Observatory will emphasize issues such as the status of security forces and the impact of social violence and migration on both men and women throughout Central America. This information will be analyzed, compiled, and used for presentation and advocacy with key decision-makers and organizations working on these thematic issues long after the 2007 summits.

The three phases of Revisiting Esquipulas will ensure that measures will be taken to respond to both the successes and shortcomings of the Accords as well as the current reality of Central America.

The research produced during these phases, particularly the evaluation and continued observation, will contribute not only to the short term goals of the project but also will serve as a springboard for long term policy development in the region. The research, also intends to catalyze intellectual interest in Central America through an expanded network of organizations and guidance by UNDP to assure that the findings of the research produce long term impact on policy.

Part III. Management Arrangements

The Arias Foundation, a recognized NGO, will serve as the implementing partner and responsible in charge of coordinating and assuring the delivery of all results of the project.

The Arias Foundation for Peace and Human Progress was founded in 1988 by Oscar Arias with the monetary proceeds of the Nobel Peace Prize awarded to him for his role in the Central American peace process. Its mission is to promote more peaceful and just societies. Over the years, it has acquired extensive experience in carrying out research and organizing multi-sector projects

Established to help further a culture of peace in the region, the Arias Foundation is devoted to the promotion of democracy, gender equity, and to disarmament and demilitarization through three active and expanding areas: the Area for Peace and Human Security, the Area for Good Governance and Human Progress, and the Area for Advanced Studies.

The Area for Good Governance and Human Progress seeks to strengthen the participation and action of civil society in Latin America in order to contribute to public policies in a practical, tangible and effective way and to promote gender equity and equality of opportunities. The objective of the Area for Peace and Human Security is to promote the consolidation of peace and human security through the decrease of conflicts, prevention of violence, promotion of demilitarization and disarmament, and education for peace. This Area meets these goals through its four Programs: Central American Dialogue and Disarmament, Demilitarization and Security Forces, Esquipulas and Beyond, and Education for Peace. The Area for Advanced Studies seeks to encourage initiatives in education, research and training in the social sciences in order to contribute to the development of more just, equitable and democratic societies.

The Arias Foundation has created more than 200 programs and projects, organized a countless number of national and regional fora, and published over 300 documents. The Foundation counts on the support of the Costa Rican government, a wide network of partnerships, and a track record of successful project management. It also possesses a well established national institutional framework in place, which provides a solid base for the organization to take charge of the Revisiting Esquipulas II project. The Foundation will assign a Project Coordinator and Program Officer, both of whom are familiar with all thematic issues of the organization, to lead and implement all phases of the project. The Coordinator and Officer additionally will work during the third phase under the auspices of the Arias Foundation Observatory, which will serve as the foundation for continued observation and research regarding development in the region and the findings of the phases of Revisiting Esquipulas II.

During the evaluation phase of the project, the Arias Foundation will use all available resources, including engaging research specialists and collaborating with partner organizations. The Arias Foundation, with the support of UNDP/RBLAC, will establish the mechanisms and will coordinate the establishment of alliances necessary for the success of the project.

Work plans will be prepared for each trimester by the Foundation and approved by UNDP/RBLAC. The Foundation, as executing agency will take charge of all aspects of execution. The Arias Foundation will also be in charge of observing all UNDP procedures and presenting narrative and financial reports each trimester. The reception of such reports and the approval of the work plans will condition the transfer of funds. Payments will be initiated by Costa Rica but under the ownership of RBLAC.

Part IV. Monitoring and Evaluation

The Arias Foundation engages in continuous evaluation of its programs and projects. A formal evaluation is completed annually as part of a strategic organizational planning session, which is revised as circumstances require. For each trimester and at the end of the project, the Arias Foundation will submit a detailed narrative and financial report on activities carried out, results achieved, and challenges faced, including an available annex of all documents and materials produced for the project.

Some factors that could be taken into account for analysis might be:

- diversity of participants in meetings to ensure a broad perspective
- degree of coordination, synthesis and cooperation between national governments and partner organizations and among partner organizations themselves
- reactions and comments from participants (governments, civil society organizations etc.) and recipients (universities, media coverage etc.) of products or other materials
- degree to which national governments assume part of the Revisiting Esquipulas II agenda and incorporate it into national policies and development agendas
- degree of coverage of project and issues raised therein by national media
- quantity and quality of increased funding, support and donations received by partner organizations and degree to which this increased support may be related to increased international awareness as a result of Revisiting Esquipulas II

In addition to the above-mentioned reports and analyses, the Arias Foundation will conduct and publish a thorough evaluation of the results, impacts, lessons learned, and challenges of the process throughout the three years of the project period. This aspect of the project is to take place in the second year of this project proposal. Finally, at the end of the project, the Arias Foundation will commission an external audit to ensure the successful allocation of funds and project planning and organization.

Part V. Visibility

The Arias Foundation will allow maximum visibility to UNDP. The project will systematically acknowledge UNDP's support in its publications, reports, official notes and website. The Arias foundation will invite representatives of UNDP to the events planned in the project document.

The Arias Foundation will also follow the branding policy of UNDP.

Part VI. Legal Context

For the project's signatory country, the legal context of this document is the Standard Basic Agreement signed by each Government and UNDP. If the country has not signed the above-mentioned Agreement, the legal context shall be the letter of Agreement signed between the pertinent Government and UNDP.

Part VII. Standard Project Cooperation Agreement

A standard Project Cooperation Agreement will be signed between UNDP and The Arias Foundation. A copy of the agreement is attached.

Section II - Results and Resources Framework

Intended Outcome as stated in the Regional Program Results and Resource Framework: Promotion of mainstreaming of conflict prevention into national programming				
Outcome indicators as stated in the Regional Program Results and Resource Framework, including baseline and targets.				
Applicable MYFF Service Line: 4.1 Conflict Prevention and Peacebuilding				
Partnership Strategy: UNDP-NGO Partnership and promotion of research and advocacy network				
Project title and ID (ATLAS Award ID): Pending				
Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible Parties	Inputs
1.1 Publication of papers evaluating themes related to the Accords		1.1.1 Categorize important themes, develop framework for research. 1.1.2 Identify consultants and specialists to conduct research. 1.1.3 Review initial findings reports from consultants and specialists. 1.1.4 Compile final reports from consultants and specialists. 1.1.5 Copy-edit and publish papers. 1.1.6 Upload publications to website.	1.1.1. Arias Foundation and UNDP 1.1.2. – 1.1.6. Arias Foundation	Technical assistance and resources for research team, meetings, research publications, dissemination and advocacy
2.1 Organize Celebration Summits		2.1.1. Organize Logistics of Summits. 2.1.2. Hold Summit at U.N. 2.1.3. Produce Summary Report based on findings and discussion. 2.1.4. Hold Celebration event in San José, Costa Rica on anniversary of signing. 2.1.5. Produce Summary Report based on findings and discussion. 2.1.6. Disseminate Summary Report. 2.1.7. Update website based on event planning and research published.	The Arias Foundation and The Albert Schweitzer Institute at Quinnipiac University, the SEGIB, Toledo Center for Peace, the Project on Justice Project in times of transition”	Funding for travel of participants, reservation of site, meals, copies, translation services, press conference

<p>3.1 Publication of papers on the basis of the results of the summit</p>		<p>3.1.1. Develop the Terms of Reference for the subsequent research papers. 3.1.2. Coordinate and carry out the research. 3.1.3. Publish papers. 3.1.4. Disseminate publications. 3.1.5. Upload publications to website</p>	<p>The Arias Foundation</p>	<p>Technical assistance and resources for research team, meetings, research publications, dissemination and advocacy</p>
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Section III—Annual workplan and budget

Expected Output	Key Activities	Timeframe				Respon. Party	Planned Budget		
		Year One					Donor	Budget Description	Amount
		Q1	Q2	Q3	Q4				
	Personnel	X	X	X	X	UNDP & AF	1 Coordinator @ full time 1 Program Officer @ 50% time 1 Assistant @ 50% time	21,875 9,375 5,000	
	Subtotal							\$36,250	
Evaluative Research and Publications	Contracts - Research Team	X				UNDP & AF	International Consultants Local Consultants Equipment and Resources for Research regarding Choice of Consultants	7,000 7,000 1,000	
	Resources Expenses for Research	X	X			UNDP & AF	Travel Expenses for Consultants Expenses for Consultants during Meetings (i.e. Hospitality, Transport, etc.) Materials for Consultant Research	750 750 1,000	
	Research Analysis Report Publications		X	X		UNDP & AF	Publication Costs (500 units, including printing and translation costs)	4,000	
	Subtotal							\$21,500	

Expected Output	Key Activities	Timeframe				Respon. Party	Planned Budget		
		Year One					Donor	Budget Description	Amount
		Q1	Q2	Q3	Q4				
Esquipulas II Celebration Event in San José, Costa Rica	Travel + Per Diem				X	Arias Foundation	UNDP & AF	75 Participants (\$300 travel + \$50/day x 3days)	33,750
							UNDP & AF	25 VIP Participants (\$1,000 travel + \$100/day x 3days)	32,500
	Conference Site				X		UNDP & AF	Site Contract	1,000
	Meals				X		UNDP & AF	Gala Dinner (\$15 x 100pp)	1,500
	Meeting Organization & Logistics		X	X			UNDP & AF	Meeting Coffees/Meals (2 lunches/\$5 + 3 coffee breaks/\$5 x 100pp)	2,500
	Celebration Press Conference				X		UNDP & AF	Resources, Copies, Tel/Fax/Internet, Transport	2,000
	Subtotal						UNDP & AF	Press Conference	1,500
Annual Cost of Project									\$132,500

Expected Output	Key Activities	Timeframe				Respon. Party	Planned Budget		
		Year One					Donor	Budget Description	Amount
		Q1	Q2	Q3	Q4				
Esquipulas II Dissemination and Advocacy – Evaluation of the project	Dissemination of publications and publication of papers	x	x			Arias Foundation	UNDP & AF	Sending of publications, publication costs, printing and translation	3,000
	Meetings Organization & Logistics	x	x				UNDP & AF	Resources, Copies, Tel/Fax/Internet, Transport	3,000
	Travel + Per Diem	x	x				UNDP & AF	Personnel and research team	4,000
	Contract- research team	x	x				UNDP & AF	Personnel and Research team	7,500
	Subtotal								17,500
Annual Cost of Project									\$17,500

Budget

(Timeframe = Two Years)

Item	Cost (USD)
Evaluation - Ongoing	
Commission Research Team, Travel Expenses for Consultants, Materials for Research, Publications	\$21,500
Dissemination and Advocacy (ongoing meetings)	\$17,500
Esquipulas II Summit – Celebration in San José, Costa Rica	
Travel + Per diem (75 Participants)	\$33,750
Travel + Per diem (25 VIP Participants)	\$32,500
Conference Site	\$1,000
Meals (Gala Dinner, Lunch & Coffee Breaks during Seminar Portion)	\$4,000
Meeting Organization & Logistics (Resources, Copies, Tel./Fax/Internet, Transport, etc)	\$2,000
Celebration Press Conference	\$1,500
Personnel	
1 Coordinator @ full time	21,875
1 Program Officer @ 50% time	9,375
1 Assistant @ 50% time	5,000
TOTAL COST OF PROJECT	\$150,000