EN

ANNEX 3

of the Commission Implementing Decision on the Annual Action Programme 2016 and 2017 part I in favour of Guatemala

**Action Document for "Prevention of violence and crime against women, children and youth"**

<table>
<thead>
<tr>
<th>1. Title/basic act/CRIS number</th>
<th>“Prevention of violence and crime against women, children and youth” CRIS number: DCI-ALA/2016/035-055 financed under the Development Cooperation Instrument</th>
</tr>
</thead>
</table>
| 2. Zone benefiting from the action/location | Central America, Guatemala  
The action shall be carried out in the Southern region of Guatemala. |
| 4. Sector of concentration/thematic area | Conflict resolution, peace and security  
DEV. Aid: YES |
| 5. Amounts concerned | Total estimated cost: EUR 16 600 000  
Total amount of EU budget contribution EUR 15 000 000  
The AECID (Spain) contribution will be of EUR 1 600 000 |
| 6. Aid modality(ies) and implementation modality(ies) | Project Modality  
Indirect management with Spain (AECID) |
<p>| 7. a) DAC code(s) | 15130 - Legal and judicial development – 100% |
| b) Main Delivery Channel | Public Sector Institutions – 10000; Recipient Government – 15180 |</p>
<table>
<thead>
<tr>
<th>8. Markers (from CRIS DAC form)</th>
<th>General policy objective</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
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<td>Aid to environment</td>
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<td>Gender equality (including Women In Development)</td>
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<td>Trade Development</td>
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<tr>
<td>RIO Convention markers</td>
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<td>Significant objective</td>
<td>Main objective</td>
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<td>Climate change adaptation</td>
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| 9. Global Public Goods and Challenges (GPGC) thematic flagships | NA |

| 10. SDGs | Main sustainable development goal (SDG) Goal: SDG16: “promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”. Secondary SDG Goal: SDG5: “achieve gender equality and empower all women and girls”.

**SUMMARY**

Guatemala is statistically considered the fifth most violent country in the Latin American region. The violence is multifaceted and includes family violence, organized crime and gang related violence. Guatemala has given high priority to this issue in the recent years and has made some, largely normative, advances. Violence and crime do not only represent a continuous threat to citizens’ security and rule of law, but also hinder economic growth, human development and political stability.

This intervention will focus on preventing violence against women, children and youth and fighting against impunity related to those crimes. Women, children and youth are subject to family violence, gun crime, abuse, illegal trafficking, sexual exploitation and extortion. They can fall into illicit activities that perpetuate crime and violence, fuelling a vicious circle. This action will tentatively target 3 neighbouring departments in the South: Escuintla, Suchitepéquez and Retalhuleu. Escuintla is the most violent department in the country, after the capital. In order to prevent a balloon effect and overlap with other donor interventions, neighbouring departments of Suchitepéquez and Retalhuleu have also been chosen. Other
major donors (such as the US, the UN, Germany, and Spain) in this area focus mainly on the Northern and border departments and a few on departments in Central Guatemala.

This action proposes an integrated and comprehensive approach at central and local level, consisting of primary, secondary and tertiary prevention of violence. At the primary level, we propose to work at municipality and community levels to raise awareness (about rights, risks, alternative solutions and protection mechanisms), promote systems of early alerts and spaces free from violence. At the secondary level, we propose to strengthen the judicial response to violence by strengthening legal assistance and protection for victims. At the tertiary level we propose prevention focused on long term responses and attention to victims as well as strengthening public institutions and social networks that work with them to prevent their relapse into violence or a further involvement in illicit activities.

This programme is the first intervention under the second Multiannual Indicative Programme focal sector (conflict resolution, peace and security) and will be the only programme with a gender dimension in the entire LAC region approved in 2016.

The programme is in line with the "National Policy on Violence and Crime Prevention" and the "Democratic Criminal Policy". Further consultations with the target beneficiaries and other stakeholders will take place during the inception phase to fine-tune the activities of the programme, in the context of the new compromise acquired by the recently elected government to foster policies and legislation to fight against gender discrimination and to protect the rights of women, children and youth.

It is proposed to work through delegated cooperation (indirect management) with the Spanish Agency for International Cooperation and Development (AECID). The AECID has an extensive experience in institution building and transitional governance, and is working on the reduction of violence against women, children and youth.

1. CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Country Statistics: Guatemala is one of the most violent countries in the world and it ranks as the fifth most violent country in the Latin American region.1 The National Forensic Institute (INACIF) recorded an average of 16 murders per day in 2015.2 At the national level, and though Guatemala still faces serious institutional challenges, there are tentative signs of progress. Overall, homicide rates dropped from 46 per 100,000 in 2009 to 34 per 100,000 in 20133 to 33.84 per 100,000 in 2015 according to INACIF.4 Despite this, the national homicide

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4 Jerson Ramos, Se reportan 33.84 decesos violentos por cada cien mil habitantes, en el 2014 fueron 31.2, Prensa Libre, 03 Jan 2016, retrieved from www.prensalibre.com on 29 Apr 2016
rate marks six times higher than the global average in 2013 and almost twice the average of the Latin American region.\(^5\)

The causes of this high violence rate in Guatemala vary. They can be divided into three categories: 1) **Family violence**. It affects mainly women and children and is linked to situational factors, cultural beliefs (patriarchy and machismo) and particularly misinformation or lack of knowledge related to rights and access to justice 2) **Violence related to criminal groups**. Guatemala has a multitude of criminal groups that range from very sophisticated to rudimentary. They include former and active members of security forces and police, smugglers, human traffickers, street gangs (*mararas*) and drug cartels, sometimes considered a spill-over from across the border (particularly Honduras and Mexico).\(^6\) 3) **Social violence**. It concerns to poverty-related factors (social exclusion, cultural prejudices discrimination, income inequality, gender inequality, poverty, high unemployment rate). Youth and indigenous communities are particularly affected. Easy access to firearms is a major contributor to all of the above. Studies reveal that 83\% of all homicides in Guatemala are caused by firearms.\(^7\)

Prevention of violence and crime has been a priority for the previous government for several years. This priority translated into a "National Policy on Violence and Crime Prevention, Citizen Security and Peaceful co-existence 2014-2034".\(^8\) The policy relies on the shared belief that an emphasis on the prevention of violence, rather than merely intervention, (a concept relatively new in Guatemala) contributes to higher levels of security in the country.\(^9\)

This action document focuses on two of the priorities of the National Policy (known as *ejes de Política* - see footnote 8 and 9): **Violence against women** and **Violence against children**. Women, children and youth are subject to family violence, gun crime, abuse, illegal trafficking, sexual exploitation and extortion.

**Women**: Violence against women and girls in Guatemala has grown significantly over the past ten years\(^10\) According to the UN, on average two women are murdered each day. Over 5,000 women and girls were killed between 2008 and 2015. Over half of the victims were minors.\(^11\) The female murder rate in Guatemala is the third highest in the region after El

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\(^5\) According to UN Office on Drugs and Crime *Global Study on Homicide 2013* (pp.14), the global homicide rate stands at 6.2 Whereas the Latin American homicide rate at 24 victims per 100,000 people.


\(^7\) UN Office on Drugs and Crime, *Global Study on Homicide 2013*, pp.143

\(^8\) According to the document "National Policy on Violence and Crime Prevention, Citizen Security and Peaceful co-existence", the policy has marked five priorities in prevention of violence: 1) **violence against women** 2) **violence against children** 3) **youth violence** 4) **armed violence** and 5) **road safety**. This Violence Prevention Policy is based on the Central American Model of Democratic Security. According to the aforementioned document, the Policy aims to promote the articulation with the Regional Security Strategy for Central America and other initiatives within SICA (Central American Integration System).

\(^9\) The general objective of the policy is to secure the bases of a culture of prevention through conviction related to violence and crime, oriented towards the participation of the population in the framework of the citizen security and peaceful coexistence. The government links the success of this policy to the commitment the municipalities express to embrace the policy. This ownership relies on the adoption of different elements from the National Policy to their own strategy, which are pertinent to the municipality they represent.

\(^10\) *Informe Anual Circunstanciado - Situación de los Derechos Humanos y Memoria de los Labores*, Procurador de Los Derechos Humanos, 2014, pp.3

\(^11\) According to the multimedia Latin America media platform Telesur After 5,000 Femicides, Guatemala Creates Body Tackle Crisis, 21 Jan 2016, retrieved from [www.telesurtv.net](http://www.telesurtv.net) on 8 June 2016.
Salvador and Colombia, and Latin America is the region with the highest level of femicide on the planet.13

Guatemalan governments have taken significant steps to address the problem - a law against femicide was passed in 2008, specialized courts to try cases of violence against women were created in 201014 and a joint task force for facilitating access to justice for women was established in 2012. However, the General Attorney’s Office has continued to register an overall increase in violent deaths of women.15 According to the country Attorney General, 854 women were killed in Guatemala in 2015. Approximately half of them were linked to organized crime.17

In 2013, the number of cases of violence against women registered at the Interior Ministry was 25,410, of which 722 were cases of psychological violence, 159 were cases of physical violence, and the remaining 238 were linked to economic violence. Women continue to be targeted simply because of their gender and femicide is often carried out with shocking brutality. The Attorney General’s Office also reports Guatemala to have the highest rate of trafficked persons for gainful purpose (probable victims of sexual violence) in Central America18. 66% of them are women and 31% of them girls and teenagers (see footnotes 14 and 15).

Children: According to UNICEF, the spiral of violence in the country affects both girls and boys, either as direct or indirect victims of violence19 (orphans). Each day in Guatemala approximately 40 minors become orphans as a result of indirect violence.20 When it comes to direct violence, statistics reveal that 87 boys and 44 girls lost their lives as a result of criminal acts in 2013. This number increased to 92 boys and 57 girls in 2014.21 Cases of family violence registered by the Attorney General’s Office in 2014 affected 35,765 women, 2,366 girls and 1,962 boys.22 The number of sexual violence cases reported by INACIF in 2014 was 8,669 (25% were girls and boys younger than 12 years of age).

12 Femicide is not simply the murder of females but rather the killing of females by males because they are female. It is a form of terrorism that functions to define gender lines, enact and bolster male dominance, and to render women chronically and profoundly unsafe. Not to be confused with feminicide which is a political term. It encompasses more than femicide because it holds responsible not only the male perpetrators but also the state and judicial structures that normalize misogyny. – Guatemala Human Rights Commission.
14 In 2010, courts specialized in femicide were created in 3 departments (Guatemala, Chiquimula and Quetzaltenango), as well as a ”System for Comprehensive Attention to Victims” which accompanies women during the legal process. In 2012, four more courts were inaugurated in Huehuetenango, Alta Verapaz, Escuintla and Izabal.
15 Informe Anual Curscambiado - Situación de los Derechos Humanos y Memoria de los Labores, Procurador de Los Derechos Humanos, 2014, pp.3
17 According to the source (footnote 8), the Attorney General of Guatemala Thelma Aldana, attributes 50 percent of these statistics to transnational organized crime, more specifically Human Trafficking. The EU Delegation will not focus on tackling Human Trafficking and its causes in this action document. However activities pertaining to Primary Prevention of Violence such as awareness raising with the vulnerable groups will include information related to this topic.
18 Trata de Personas en Guatemala: Informe de Situación, Procurador de los Derechos Humanos, 2014, pp.7, 15
19 According to UNICEF (footnote18) impunity affects severely thousands boys and girls in Guatemala, who are daily victims of violence attacking directly their psychological, physical or sexual integrity, victims of sexual exploitation for gainful purposes, victims of trafficking, victims of economical exploitation, family pressure for early marriage etc.
20 UNICEF, Mas inversión – hemos avanzado pero niñas y adolescencia necesitan más inversión social, 2015, PP. 41-47
21 Informe Anual Curscambiado - Situación de los Derechos Humanos y Memoria de los Labores, Procurador de Los Derechos Humanos, 2014, pp.3, 12
22 Ibid.
According to studies of UNICEF and the Swedish Embassy in Guatemala, the country has made significant progress on legislation in line with the Convention of the Rights of the Children. However, the same analysis concludes that not all international obligations related to the rights of the child have been adopted or applied.

Violence against minors continues to increase. According to statistics of the Interior Ministry for the 2010–2014 period, the number of legal complaints on mistreatment of minors and related crimes has increased from 2,435 in 2014 to 9,076 cases during 2014. Impunity is an important factor that hinders the break of the vicious circle of violence in Guatemala. In spite of what statistics reveal, the real extent (magnitude) of the problem remains unknown, as violence and other forms of child abuse remain disproportionately underreported by minors (or their families) who are often unaware of their rights, alternative solutions, and/or do not feel in a position to denounce for various reasons (such as fear, lack of knowledge, lack of information, lack of access to legal institutions and assistance, etc.).

1.1.1 Public Policy Assessment and EU Policy Framework

Over the past 15 years, significant efforts have been made to reduce the level of violence and crime in the country. These have translated into relevant legislation, public policies, and other initiatives (see Annex 1). As a consequence, a paradigm shift has taken place in policy, from repression towards prevention. At the level of violence and crime prevention, the 2008 Law against Femicide and other forms of Violence against Women represented a significant normative step, codifying an expansive definition of violence against women and giving way to the specialisation of the topic within the justice system. It now serves as a model for women’s rights activists in other countries. The National Policy on Violence and Crime Prevention, Citizen Security and Peaceful co-existence (2014–2034) is considered a paradigm shift in how the Guatemalan government tackles violence, which is from intervention to prevention. It aims to secure the basis of a culture of prevention through conviction and the participation of the population in the framework of the citizen security and peaceful coexistence.

The donor community has fully supported these initiatives and has been involved in the creation of the National Policy and its dissemination through programs. Nevertheless, the implementation has been slow. The main challenges to its effective implementation remain:

- Weak coordinating strategy and techniques from central to local level
- Poor knowledge and capacity at the local level to implement the policy
- Inefficient inter-institutional coordination and cooperation
- Low financial capabilities of the Interior Ministry and particularly of the UPCV

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23 UNICEF, Mas inversión – hemos avanzado pero niñez y adolescencia necesitan más inversión social, 2015, pp. 41-47
24 Ibid.
25 In a recent analysis by SEGEPLAN (Presidential Secretariat for Planning), it was indicated that Guatemala counts with a total of 44 public policies (until 2014), of which 11 are cross-cutting and 33 focus on a specific sector. Of these, 10 include prevention and/or violence reduction in their objectives.
26 In 2010, courts specialized in femicide were created in 3 departments (Guatemala, Chiquimula and Quetzaltenango), as well as a “System for Comprehensive Attention to Victims” which accompanies women during the legal process. In 2012, four more courts were inaugurated in Huehuetenango, Alta Verapaz, Escuintla and Izabal.
27 Guatemalan Human Rights Commission 2009 report Guatemala’s Femicide Law: progress against impunity?
28 Política Nacional Prevención de la Violencia y el Delito, Seguridad Ciudadana y Convivencia Pacífica2014-2034, pp. 20
29 The Unit for the prevention of community violence (UPCV) falls under the third vice-ministry of Prevention of the Interior Ministry. The UPCV aims to organize and develop the civil participation at the level of community, municipality and department for the development and
• Political instability within the government, particularly throughout 2015 and the first half of 2016
• Change of staff and leadership of the UPCV

The Democratic Criminal Policy of the State of Guatemala (2015 – 2035) focuses on prevention, investigation, sanction and re-insertion and acknowledges women and children to be vulnerable to violence and crime. Although it is a very recent policy, so far with limited concrete results, it re-confirms the political will to eliminate violence.


This intervention is in line with the priorities of the Joint Programming Document and the MIP sectors for Guatemala (Sector 2. Conflict resolution, peace and security). Moreover it responds to the general objective of the MIP for Central America (Security and Rule of Law) and two of its specific objectives, which are strengthening security and justice services. Although the action will not focus specifically on Gender Based Violence (GBV), the intervention will contribute to the new EU Gender Action Plan (2016 – 2020) and specifically to thematic priority B, objective 7 (general violence against women and girls) and objective 8 in a limited way (trafficking).

The change of government in 2016 has provided a fresh platform for dialogue and a new timeframe for the implementation of the program. A new environment for better cooperation of the key institutions, and a better opportunity to tackle violence not only through a top-down (from central to local) implementation strategy of the National Policy, but at the same time from bottom-up (local to central), will unify the efforts of the actors and beneficiaries.

1.1.2 Stakeholder analysis

The proposed action will have these Target Groups:\n\[30\]

1. State Actors and local authorities:

• Interior Ministry: the Vice Ministry for Violence and Crime Prevention and their Unit for the prevention of community violence "UPCV"; the Vice Ministry for Security. The VMVCP has a comprehensive working methodology, and has improved its exchanges with CSO over the last years. Nevertheless, its capacity is still limited.

• Justice Sector Institutions: Public Ministry, Judicial Organ, The Institute of Penal Public Defence, the National Police (investigation units), INACIF, the Executive Secretary of the Coordinating Organ in charge of the Modernization of the Justice Sector (SEICMSJ)\[31\], the Ombudsman for Human Rights (PDH) and the new

\[30\] The Stakeholder analysis annex indicates in which specific result each stakeholder participates
\[31\] The “Secretaría Ejecutiva de la Instancia Coordinadora de Modernización del Sector Justicia” is composed by the Public Ministry, Interior Ministry, the Judicial Organ and the Institute of the Public Defense and has a coordinating role of the mentioned institutions, in the absence of a Ministry of Justice.
Institution for integral assistance to victims. The MPA has improved its capacity and has an active role in the fight against corruption promoted by the new government, but suffers as well from its limited capacity (scarcity of staff, lack of expertise). The situation is similar for the JO and the NP, which have budget constraints and limited expertise available. The later suffers as well from high levels of corruption. INACIF and the IPPD are young institutions with a solid expertise, but a limited capacity due to their lack of budget.

Local authorities, including departmental, community and municipal councils such as COCODES and COMUDES and municipal offices which provide assistance to women, children and youth as well as the regional headquarter in Escuintla of the Presidential Secretariat for Women (SEPREM) and the Defender of Indigenous Women (DEMI). Both institutions are gradually gaining importance as key actors representing community interests at local and grass root level. However, they are heavily politised and women are underrepresented in their structures.

Municipalities, on their side enjoy a growing autonomy and are the main window of participation of communities at institutional local level. SEPREM and DEMI have a clear mandate but its importance at institutional level has diminished over the last years. In general terms, the lack of appropriate budget, staff or expertise limits the capacity of institutional actors.

2. Non State Actors:

- Civil Society Organizations (CSO’s) active in the areas where the action will take place, such as Centro de Investigación, Capacitación y Apoyo a la Mujer (CICAM) in Escuintla, APROFAM, Asociación Gente Nueva, Asociación de Mujeres para el Desarrollo (AMEDIS), Fundación Sobrevivientes, etc. and other organizations working in specialized areas such as IEPADES, OSAR, CIPRODENI, APREDE, CAJA LUDICA, etc.
- Special attention will be paid to the "Centro de Apoyo Integral para Mujeres sobrevivientes de Violencia" (CAIMU) in Escuintla led by Grupo Guatemalteco de Mujeres.
- Schools, churches and other community bases.

The lack of financial means limits the capacity of CSOs. It should be noted as well that traditional donors in the country have reduced their interventions or are no longer present. In the case of the CAIMUS, the Ministry has not made available funds that were previously earmarked.

The program will be implemented in direct coordination with the Interior Ministry, through its Vice Ministry and the UPCV who is the main stakeholder for the implementation of violence.

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32 The creation of this institution was approved in April 2016, with the approval of the Law for the Comprehensive Care and Protection of Victims of Violence. According to the law of its creation, the institution will provide a free multi-approach assistance to the victims: legal, psychological, social, medical, etc and will work closely with several key state institutions such as Public ministry, Judicial Organ, National Police, General Prosecutor's Office, etc.

33 COCODE stands for Community Counsel for Development; COMUDE stands for Municipal Counsel for Development.

34 IEPADES works among others through campaigns against use of small arms, OSAR deals with sexual abuse, CIPRODENI is an observer of the Rights of the Child, APREDE focuses on the implementation of the measures of prevention of violence against children, CAJA LUDICA focuses on the preventive measures re, violence against children and adolescents.
and crime prevention at national and local level. The UPCV through its representatives in departments and municipalities will coordinate with local authorities.

As explained in the following sections (particularly 3 to 4), the Executive Secretary of the Coordinating Organ in charge of the Modernization of the Justice Sector (SEICMSJ) will be a crucial stakeholder to achieve the desired results (R.2 and R.3), given the multiplicity of stakeholders mentioned in 1.1.2 (1) and experience of the Coordinating Organ in charge of the Modernization of the Justice Sector (ICMSJ). In the absence of a ministry of justice, the ICMSJ functions as a coordinating body for the justice sector institutions.

The civil society organizations will be included throughout this action to reach the local population, groups and other community bases through their expertise in the field in order to coordinate and link the efforts in both directions (top - down and bottom-up) for R.1, R.2 and R.3.

The defined beneficiaries from the action will be:

- Women, children and youth victims of violence and /or at risk of facing violence.
- Civil servants and practitioners of referral networks.
- Children and youth (male and female) – in order to tackle patriarchal behaviours that perpetuate gender violence in the society.
- Population in general – by raising awareness about the importance of preventing violence and gender violence, as well as human rights.

The main actors working in violence and gender based violence prevention in Guatemala are:

- CSO’s which have been able to push forward the normative framework described above.
- Major donors who currently support this sector: US/USAID (focuses on primary prevention and crime reduction with a budget of USD 5.3 million in 2015), Spain/AECID (works particularly in secondary prevention in gender violence, with an approximate budget of EUR 1.7 million in 2014-15 period), Germany/GIZ (focuses on primary prevention both with the Interior Ministry and at local level with a budget of EUR 9.6 million for the 2013-2018 period), Sweden has a program to prevent gender based violence with a budget of USD 5.4 million for the period 2015-18), and UN organizations like UNICEF (with a program to support a national strategy for child protection with a budget of USD 7 million for the 2014-17 period and UNDP (strengthening statistical capacity for policy design, USD 1.4 million earmarked for institution capacity building).
- Private sector (FUNDES) through their relevant initiatives (tackling extortions) and the Coalition for the Security of the Citizens.
1.1.3 Priority areas for support/problem analysis

Violence against women, children and youth is linked to the absence of risk prevention measures, the lack of protection services, the lack of information on rights and alternative solutions in the spaces in which they function: society, the community, relationships and individually. This turns them into victims or perpetrators of offenses involving trafficking, physical and sexual violence, drug trafficking, gang membership and others. The State’s failure to address risk factors (prevention) and to provide protection, leads on the one hand to lack of confidence in the system and on the other to social isolation of the victims, who are more than likely to revert to the cycle of violence either as victims or as perpetrators.

For this reason, the program aims at improving the capacities of Guatemalan public institutions and the population, preventing crime (primary prevention), strengthening victim support and improving the mechanisms for protecting women, children and youth during the legal process (secondary prevention). In this regard, risk elimination requires social commitment, the active participation of the community through committees, families, organized groups and schools in coordination with municipalities. On the other hand, the justice system must conduct an impartial gender and age-sensitive investigation within the legal framework to substantiate charges with sufficient evidence to ensure enforcement of judgments and sentences and thus break the cycle of violence. Finally, measures should be put in place to ensure that victims do not re-enter the cycle of violence (tertiary prevention). In this regard, the undeniable efforts made by the State of Guatemala in these three areas – violence risk prevention, comprehensive victim protection and prompt and effective judicial response as part of this protection – are concentrated in the Department of Guatemala, especially in the so-called metropolitan area of the capital city, paying little or no attention to other equally violent geographical areas of the country.

The first prioritized support area will be the design and implementation of municipal prevention policies based on the National Policy on Violence and Crime Prevention, Citizen Security and Peaceful co-existence, known in the country as PONAPRE (Política Nacional de Prevención de la Violencia y el Delito, Seguridad Ciudadana y Convivencia Pacífica, 2014-2034) as a way of eliminating or mitigating risk. The implementation of the National Policy requires the involvement of all sectors at local level in designing the Policy jointly with central level authorities, to ensure ownership. In this regard, as PONAPRE points out, the aim is to implement them locally through municipalities and the Development Council System (community, municipal and departmental councils) together with other State institutions and coordinated by the Violence and Crime Prevention Vice Ministry of the Interior Ministry. To do so, the Vice Ministry has a methodology known as the Approach Model (Modelo de Abordaje) for developing policies at the local level through the UPCV. Although 304 of the 334 municipalities of Guatemala signed an agreement for the implementation of PONAPRE in 2015 by developing municipal prevention policies, the change in local authorities after the elections in late 2015 has not led to their implementation at local level: in fact only four municipalities across the country have municipal violence and crime prevention policies.

35 The so-called ecological model of spaces for violence prevention was first proposed in 2002 by the World Health Organization and has been adopted as a model intervention by the 2014-2034 PONAPRE (PONAPRE stands for Política Nacional de Prevención de la Violencia y el Delito, Seguridad Ciudadana y Convivencia Pacífica, 2014-2034).

36 It is true, however, that municipalities in the Department of Guatemala have the highest crime rates in the country.

37 These four municipal prevention of violence policies were designed and are being implemented using the UPCV approach model methodology and with UNESCO support.
Equally important is the lack of financial resources for implementing preventive measures at local level. Delays in the transfer of funds from the State to the local level and the lack of earmarked resources have doomed earlier policy designs to failure due to the lack of funding for implementation. On the other hand, the constant turnover of authorities and staff at the Vice Ministry, caused primarily by the political crisis in April 2015 and subsequently by the absence of technical staff\textsuperscript{38}, has led to a weakening of the institution responsible for coordinating the implementation of PONAPRE at the local level. In the case of the UPCV and its territorial delegates, it is urgent to address the creation of closer ties with the municipalities for which they are responsible and the creation of networks and to foster relevant municipal policies.

Regarding the complex system\textsuperscript{39} used in Guatemala for assisting victims of violence, especially in the case of women, children and youth, three main problems have been identified. The system for providing security/safety or protective measures when a crime is committed has to be improved. While the role of each institution has been properly established legally, the whole justice system works in isolation. The victims are the engine that promotes and sets in motion its operation to ensure their own protection, which forces them to go to different institutions: to the General Attorney’s Office to apply for security measures, to the judiciary to obtain the relevant resolution and then to the headquarters of the National Civilian Police for its implementation. This produces expenses, inconvenience and discomfort, which result in the secondary victimization of the complainant. On the other hand, there is no synergy between the methods for assisting female victims implemented by the General Attorney’s Office\textsuperscript{40} and the Judiciary\textsuperscript{41}: this duplication of services also causes secondary victimization\textsuperscript{42}. On assistance to victims, State institutions and civil society organizations working with what is known as referral networks at the local level (redes de derivación)\textsuperscript{43} do not have the infrastructure, equipment and in some cases neither the knowledge required to assist victims effectively and comprehensively. Another fundamental aspect, especially with regard to victims of domestic violence, is the lack of income that would allow them to get out of the cycle of violence\textsuperscript{44}: no public or private institution offers them the possibility to benefit from credit or learn skills to be economically independent.

The third support area will be the protection offered by the State to victims through the justice system’s response to violent crimes committed against women, children and youth. The lack of effectiveness of the criminal investigation, together with delays in the judicial resolution of cases leads to the social perception that violence against women, children and youth is not punished and is to some extent permissible. Regarding criminal investigation, we note that despite the undeniable progress made in coordinating the General Attorney’s Office

\textsuperscript{38} Since the departure of Vice Minister Benítez in August 2015, the Vice-Ministerial position has been held by three different people.

\textsuperscript{39} We call it complex because of the multiple public and private institutions involved, each of which has its own working system: This include the General Attorney’s Office and Judiciary Victims Offices, other public institutions like forensic doctors and hospitals, and diverse charity institutions working with gender violence victims.

\textsuperscript{40} The Comprehensive Victim Assistance Model (MAI) of the General Attorney’s Office works in areas of the country where there is a Prosecution Section for Women (Fiscalía de la Mujer)

\textsuperscript{41} The Comprehensive Assistance System (SAI) is used by specialized units that are part of the courts specializing in femicide and other forms of violence against women.

\textsuperscript{42} The SEJUST Program is currently working on an integrated MAI and SAI model. If institutionalized, it would be implemented in the geographical area of intervention by this Programme.

\textsuperscript{43} The referral networks are coordinated at local level by the General’s Attorney Office. They include different public and privat institutions who could assist gender violence victims, by offering legal, psychological, economic or health support. The idea is to refer victims to these institutions, according to their needs. However, referral networks are very diverse, they depend on the initiative and leadership of the local General’s Attorney Office and the existence or not of these institutions at local level.

\textsuperscript{44} This phenomenon has been seen in the central MAI where an increasing number of victims seek security measures but do not file a complaint.
and the PNC’s Special Criminal Investigation Bureau (DEIC), the interagency systems that have been implemented have focused on the metropolitan area, which is where most of the DEIC’S Special Investigation Units and Prosecution Sections are located. In the interior of the country the existing units do not have the proper equipment or the necessary protocols to gather evidence so to substantiate accusations from specific crimes in terms of criminology and victimology: domestic violence, child abuse, sexual violence or physical violence, including violence resulting in the victim’s death, human trafficking. Regarding the judgment of these crimes, despite the progress made in shortening time through proceedings such as oral hearings, it is necessary to strengthen these measures in the intervention area, especially in the 24 h Court of Escuintla and in the Court and Tribunal on Femicide and other forms of violence against women. On the other hand, the Trial Courts for Children do not have a system that allows them to streamline proceedings and refer cases involving the commission of an offense against a minor to the General Attorney.

2. **RISKS AND ASSUMPTIONS**

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Changes in strategic priorities of the current government may affect the sense of the urgency in tackling violence against women, children and youth.</td>
<td>L</td>
<td>Policy Dialogue with the current government in coordination with MS and local donor coordination group (G13). Clear commitment to supporting efforts of prevention of violence against woman, children and youth. Even though of low probability, the EU will also conduct a mid-term review once the new government is in place to adjust for possible new strategic lines.</td>
</tr>
<tr>
<td>2. The current government and leaders of municipalities may not show interest in working with the existing National Policy.</td>
<td>L</td>
<td>Lobby of the international cooperation to achieve a commitment to the National Policy from central and local the authorities. Strengthen the work with the public authorities of the Executive Organ (Judicial Organ and Public Ministry) and with CSO’s.</td>
</tr>
<tr>
<td>3. Budget restrictions and limitations of the public institutions do not allow for a substantial investment in the sector.</td>
<td>M</td>
<td>Priority will be given to actions that do not require a major investment from the public authorities. Meanwhile in coordination with donors, EU Delegation will continue the dialogue on public finance management and transparency.</td>
</tr>
</tbody>
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45 In this regard we note that the working model for investigating crimes against life implemented by DEIC-MP in the metropolitan area with AECID support resulted in a 19 percent increase in indictments by the Prosecution Section on Crimes against Life of the metropolitan area.

46 The complexity of the investigation of a trafficking network for labor or sexual exploitation is completely different from the procedure for investigating femicide, where the family and community environment should be prioritized.

47 There is ample evidence that many of the violent deaths of women occur within a framework of prior violence where the response of the justice system to these offenses – mechanisms that facilitate reporting, security measures for the victim, criminal investigation and conviction of the offender, among others – is so weak that the chances that this violence will result in death are exponentially higher.

48 According to Judiciary data, since the implementation of oral criminal hearings supported by the EU (PARJ and SEJUST), AECID and UNDP, the percentage of cases solved increased by 12 percent.

49 Formerly called Court of Escuintla on duty 24 hours a day. It was created and operated with European Union (PARJ) support in 2009.
4. Increased violence and social conflict in the three departments may deteriorate and create difficulties in implementing the project.

5. Low sensitivity to gender equality.

6. Difficulties in inter-institutional cooperation and coordination among the Interior Vice Ministry for Violence and Crime Prevention and other involved key line Ministries. Also the coordination problems between national and local administrations.

| L | Continued risk analysis in the areas of intervention. One of the first activities will be conducting a study of circumstance and an analysis of the criminal policy in the three departments, with the purpose of measuring the risks and alternatives in order to implement efficient and safe prevention and intervention measures. |
| H | Key messages and values during prevention and intervention will include messages aimed directly to gender equality, empowerment of women and softening masculinities. UN Women country office has also offered training sessions where useful. Participation of the EU Delegation in the Gender Group (part of the G13) will be continued. A gender expert will be recruited within the program for continuous follow-up. |
| M | Set up of a Steering Committee and other coordination measures to ensure involvement of beneficiary Ministries and institutions. Strong policy dialogue. The EU Delegation will ensure to work during the implementation with permanent staff (civil servants) in order to guarantee technical continuity. |

**Assumptions**

The current government is committed to and continues its efforts to strengthen public sector governance and undertake the necessary reforms. The government has committed itself to implementing existing policies (e.g. National Policy on Violence and Crime Prevention). It will decide the budgetary allocations for the institutions and activities related to the policy.

The beneficiary institutions will help provide human resources, pay operating costs and provide the physical space needed to properly implement the actions defined.

There is a strong commitment to, clear understanding of and common views on the modalities of increasing efficiency of national institutions in order to prevent the violence and crime against women, children and youth in Guatemala.

The current government of Guatemala and the institutions of the justice and security sector are committed to maintain a strong and effective cooperation with the EU through EU-funded programmes and projects.
3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Through the implementation of projects funded by the EU over recent years - such as the Programa de Apoyo a la Reforma de la Justicia (PARJ) and the support to the UN-backed International Commission against Impunity in Guatemala (CICIG) - important technical lessons have been learned. These include the following ongoing needs for:

- Improvement of the quality of criminal investigation and coordination between the National Civilian Police and the Attorney General's Office;
- A single and advanced IT Platform as a shared basis for criminal investigation;
- Enhanced law enforcement response towards new criminal phenomena, organised crime and terrorism on a regional scale;
- Improved knowledge and skills of judges, prosecutors and staff members of all the sector's institutions;
- Strengthened independence and autonomy of judges, development of their professional career and physical protection especially in "high profile" cases;
- Enhanced and separated administrative and jurisdictional functions within the Supreme Court of Justice;
- Improved attention to the prison system, with special focus on detention centres for minors and women.

In 2013 the EU Delegation financed a study conducted by the Centre for Guatemalan Studies (CEG) on violence, its prevention and the key actors and donors involved in programs of violence prevention. The study and several meetings that were carried out highlight a series of remaining challenges when addressing violence in Guatemala:

- Inefficient or insufficient synchronisation of efforts of actors on both ends: from central to local and local to central (top-down and bottom-up);
- Weak coordination of efforts or weak strategy of implementation from central to local;
- Insufficient capital or human and knowledge capacity to provide an appropriate social or judicial response;
- Challenging inter-institutional coordination and information sharing;
- Unprioritized or underprioritized role of the community in violence prevention and of the work at local level with groups at risk;
- Poor capacity of the state to adequately provide necessary attention to the victimized individuals.

Through the Youth Programme, the EU has promoted a more comprehensive and participatory approach to violence prevention and achieved an enhanced implementation capacity of several Ministries. Valuable work has been done with the Interior Ministry, and more specifically with the UPCV establishing models for the development of community

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50 Estudio Prevención de Violencia en Guatemala by CEG (Centro de Estudios de Guatemala) dated 12 Nov 2013.
51 Several meetings were carried out with state and non-state actors and donors with the purpose of understanding the phenomenon, the role of the actors, the history and advances of the national policy, the challenges and overlapping work and advancement of the government and the priority given to violence prevention.
networks and prevention plans at municipal level focusing on violence. Activities included an online network of organizations offering assistance to victims, linked to a call centre for immediate assistance. The mid-term evaluation (MTE) has indicated the importance to continue this component and include the strengthening of the UPCV and the COCODES in future interventions, as being the component with the best perspective for results and sustainability. A valuable lesson pointed out in the same MTE, converges with the situation analysis and the analysis of the work of the actors. As mentioned, the approach towards violence prevention requires balanced efforts between institutional strengthening at central level and the work directly on the ground with the beneficiaries, at local level.

At Latin-American level EUROsociAL included a strategic working line in Citizen Security with Guatemala. EUROsociAL also worked with the Penal Public Defender's Office (Instituto de la Defensa Pública Penal – IDPP) with a view to strengthening, inter alia, the implementation of a mechanism to assess cases of female inmates with children and the implementation or establishment of systems for the protection of complainants.

As for other donors, Spain (AECID) has recently completed the "Program Justice and Security" through which they managed to reduce the impunity of crimes against life and violence against women in the Solola region. To achieve this goal, the program has been geared towards improving the capacities of the justice and security system for the care of victims, investigation, case management, personnel management and information management. Based on this experience, they started in 2015 a program to reduce the violent deaths of women. The following lessons learnt can be highlighted:

- The need for an integrated approach of the criminal justice system: working in isolation with an institution, greatly limits the possibility of sustainable change.
- Construction of joint proposals with the beneficiary institutions: both senior staff, middle managers and operators must be engaged and empowered in the construction of proposals from conception.
- Support throughout the implementation: the teams that establish diagnoses, design proposals and accompany implementation must be the same and work hand in hand with the staff of the institutions.
- Multidisciplinary approach: an exclusive focus on judicial and legal aspects rarely allows to encompass the problems holistically. Different perspectives and contributions are needed.
- Flexibility and adaptability: while it is important to have a defined work plan, it is necessary to maintain some flexibility, to adapt to a rapidly changing reality and context and be able to take advantage of windows of opportunity.
- Importance of coordination with other donors and other stakeholders to exchange information and carry out joint actions.

The proposed intervention will not be able to tackle all of these existing needs and challenges. However, it will focus on the ones where the EU and the proposed Member State have gained specific experience over the last years and can offer an added value in the sustainability of the efforts towards Violence Prevention. In the first result, an effort will be made in order to improve the institutional and inter-institutional coordination, as well as strengthen the involved authorities at central and local level. The second result will work on the assistance to victims, including the law enforcement response. The quality of criminal investigation is expected to be improved through the activities proposed under the third result.
3.2 Complementarity, synergy and donor coordination

Additional work with the UPCV has been carried out through the implementation of SEJUST focusing on institutional and capacity building of the unit, supporting this way the institutional building of the Interior Ministry and the implementation of the National Policy on violence prevention. The Strategic Plan of UPCV was developed for the period 2014 – 2020. Moreover, SEJUST is supporting the strength of MP Victims Attention System (MAI) as well as the Judicial Organ in the implementation of "Juzgados y Tribunales de Femicidio".

An interesting experience which could serve as an example for Guatemala is Ciudad Mujer, an initiative of the El Salvadorian Government which seeks to improve the living conditions of Salvadoran women through an integrated focus and the promotion of women’s rights. In addition to health, the services offered include child healthcare, domestic violence prevention/assistance, financial empowerment, sexual and reproductive health, as well as the promotion and defence of rights. During the programme’s inception phase, it will be seen if similar services (e.g. access to justice for women, children and youth) can be assigned to the existing country systems in Guatemala such as the municipal Offices for Women, Children and Youth or the newly created Institution of integral assistance to victims. Esquintla and Suchitepéquez have also their own "Centro de Apoyo Integral para Mujeres sobrevivientes de Violencia" (CAIMU).

Main donors active in this sector are USAID, focusing on violence and crime prevention; GIZ, with a regional programme on citizen security in Central America (PREVENIR) and the conflict transformation Programme in Guatemala (FOSIT). The FOSIT and PREVENIR Programmes have advised the development of Prevention Policies in a multi-actor and multi-level approach. The following numbers of local Prevention Policies have been implemented or are being implemented with the support of German development cooperation: a) Officialised at central and municipal level: 2 policies for Santa Cruz de Quiché and Salamá (the latter in cooperation with UNESCO) and b) Completed and in process to be officialised: 14 policies- in elaboration: 9 policies; and AECID52, which focuses on domestic violence, working directly with the Interior Ministry, and at regional level on violence prevention that affects children and youth (in the framework of SICA). Sweden implements a small project on violence against women (focusing on the implementation of the resolution 1325), through Impunity Watch. The Italian Cooperation, through UNDP, is focusing on the strengthening of capacities at municipal level, including violence prevention at primary level trough the creation of opportunities for youth. As for Civil Society, organizations in the sector are working on all levels of prevention, mainly implementing funds of the above mentioned and other donors.

As for donor coordination in the sector, in accordance with the agreements made in "Antigua I" and "Antigua 2", the Government has created a coordination platform with the most important donors (G-13) which meets at various levels (Ambassadors, Heads of Cooperation and technical level). Within this platform, the EU Delegation forms part of the "Grupo de Dialogo (G13)" at the level of Heads of Cooperation and Ambassadors which

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52 One of the two main working areas from AECID in Guatemala is tackling gender violence. The AECID bilateral program is oriented to strengthening institutions capacities to investigate gender violence and to support victims. The program is located in Solola, and has a budget of EUR1,200,000 for the last 3 years. In addition, AECID is financing NGOs in the same region to support CSO assistance to victims, with a budget of EUR 550,000.
meets at least once a month. The EU Delegation also participates in the more technical "petit comité" composed of main donors active in the sector of Justice and Security. The Interior Vice Ministry leads a technical coordination group in violence and crime prevention matters where the EU Delegation participates. Internally, monthly meetings with EU MS are organized.

3.3 Cross-cutting issues

Violence against women, children and youth is multifaceted and correlates with other phenomena pertaining to human security, such as trafficking of women, children and youth and forced prostitution, illegal border crossing, etc. The issues will be raised mainly during the primary prevention as part of primary and tertiary prevention as part of awareness raising and attention to victims at the local level. The main target groups of this intervention are women, children, youth and men (the latter from an awareness raising perspective). As a result, gender aspects will be fully addressed. Wherever relevant and appropriate, other cross-cutting issues will be taken into account during the formulation phase, in particular the mainstreaming of rights of indigenous people.

4. DESCRIPTION OF THE ACTION

4.1 Objectives/results

The program is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG Goal 16: “promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels”, but does also promotes towards Goal 5: “achieve gender equality and empower all women and girls”. This does not imply a commitment by the country benefiting from this programme.

The Overall Objective of the program is to support Guatemala in its efforts to reduce violent crime against women, children and youth in the Southern region of the country, whilst respecting human rights and promoting a culture of peace.

The planned action will focus on reducing violence and crime against women and children and youth in the Southern region of Guatemala – Escuintla\(^{53}\), Suchitepéquez and Retalhuleu have been initially retained, because of their high levels of violence and crime and the State’s limited capacity to combat them. We expect that the intervention in this geographical area will impact violence and crime rates at national level\(^ {54}\). Even if the action is in principle focusing

\(^{53}\) According to the registers of Public Ministry, these figures list Escuintla as the second department after Guatemala in reported femicide, violence against women, rape, and child abuse and third in human trafficking. The statistics are lower in the other two chosen regions for this action, however, according to the data provided by INE (National Institute for Statistics), the rate of the reported cases of family violence in 2013 was 45.9 in Suchitepéquez and of 51.5 in Retalhuleu.

\(^{54}\) The crime rate on a country scale can, however, change due to other positive or negative factors unrelated to this action. Even though we expect this change to be positive through this intervention, which is that this action will contribute to a decrease in the violence in the country (by decreasing the violence in the Southern region), the action cannot guarantee fixed indicators on a country scale. Unexpected violence and conflict in other departments of the country may increase due to other factors. This would, in return, compromise the absolute value of the pre-defined indicator.
on the three mentioned departments in the South, its scope could be broaden to other adjacent departments in the area.

The **specific objectives** proposed are:

**SO 1: Increase, the institutionalization and the citizens' participation in mechanisms oriented to prevent violence against women, children and youth and support to the victims.**

It is expected that the rate of violence and crime in the intervention area, particularly of crimes against women, children and youth, will decrease substantially through the proposed program support for the implementation of measures to minimize the risks of violence. This will be done through municipal prevention policies (e.g. a municipal youth council to enhance the involvement of youth in community dialogue, the development of specific tools to foster non-violent social norms against discrimination to women) designed and monitored at the community and local level. The rehabilitation and creation of public spaces through municipality plans will also help decrease the social tension and hence reduce violence. Another measure in this respect will be the rehabilitation and creation of public spaces at municipality level.

In this regard, efforts will be made to drastically reduce the percentage of victims of violence against women, children and youth who fall back into the cycle of violence by increasing the number of victims who receive immediate medical and psychological assistance. It is recognized that a young victim can become a victimiser later on. Thus, this component aims at breaking the cycle of violence. Another measure will be: enforcing security measures ordered for their protection and placing them in shelters in high-risk cases. Giving victims economic independence through microcredit, the creation of cooperatives and their participation in occupational training courses will also help reduce the likelihood that victims will fall back into the cycle of violence.

**SO 2: Reduce the impunity of violent crime against women, children and youth through capacity strengthening of relevant security and justice institutions in order to deliver effective and accountable services to the population.**

In the fight against impunity for violent crimes committed against women, children and youth, the number of judicial arrest warrants against perpetrators of this crimes is expected to increase with respect to the number of cases reported in the intervention area. This will be done through the development of new investigation systems or implementation of the ones already in place at the central level. Moreover, the number of indictments is expected to increase thanks to intensified investigation procedures in each case. The time required for verdicts on such crimes to be handed down is expected lower, with an increase in sentences. This will boost public confidence in the justice system and serve as a deterrent to reduce violence against women, children and youth.
Through the proposed intervention, the EU aims to reach the following results:

**R.1:** The institutional capacity to prevent violence against women, children and youth is enhanced. Better implementation of policies and improved mechanisms to prevent violence. For women the action will focus on:

1. Information dissemination tackling violence against women, children and youth, promoting its non-acceptance, addressing "machismo" and changing social norms. The promotion of women, children and youth rights will be also tackled.
2. Teaching municipal support staff to acquire the tools to help family, social and professional reintegration of victims.
3. Establishing citizens' networks to raise awareness of the violence against women and to promote a culture of non-discrimination and non-violence.
4. Establishing a protocol for the protection of women in risk or threatened.
5. Setting up women's safe houses networks for women who are in immediate and grave danger, as well as its protocol for its utilisation.
6. Establishing a scheme for economic empowerment based on local conditions and opportunities, and providing specific training and microcredits. To this end, the program will promote public-private partnership.

For children and youth, the action will focus on:

1. Supporting parents and caregivers providing education on how to use methods of positive discipline and non-violent treatment. Raise awareness on gender equality and the need to fight against gender-based discrimination.
2. Helping children and youngsters to face different forms of violence taking place in their families, schools communities.
3. Changing attitudes and social norms that encourage violence against women, children and youth, violence in general and discrimination, avoiding the hiding of the victimisation.
4. Information dissemination: tackling what is considered violence against women, children and youth, and promoting its non-acceptance. Furthermore, addressing "machismo", changing social norms and attitudes reinforcing it.
5. Promoting and supporting municipal services for children and youth.
6. Implementing the existing laws and policies that protect children and youth.
7. Monitoring the progress of the above-mentioned measures.

**R.2:** Improved mechanisms to fight against impunity while assuring the protection and attention to the victims.

On the basis of existing laws, the victims will be assisted to report abuses and to refer to justice for their protection and reparation. Information dissemination on the rights of women, children and youth, rights to legal assistance and general support and, information on the platforms which offer assistance. The action will improve services for victim assistance, raising awareness about existing laws and collect national statistics on violence against women. Section 4.2 will address this issue in more detail.
**R.3:** Increased efficiency of the justice system's response to violent crimes committed against women, children and youth, focusing on the improvement of criminal investigation, judicial response and the inter-institutional coordination.

As explained in the next section, the focus will be institutional strengthening, as well as improvement of interinstitutional coordination and information sharing.

### 4.2 Main activities

The following list of activities per result has been elaborated during the formulation phase concluded from regular meetings with the stakeholders.

**R.1:** Systems and strategies of violence prevention against women, children and youth are strengthened, through the establishment of local citizen’s networks, the implementation of violence prevention policies and measures at local level and strengthening institutional coordination at central level.

The program seeks to implement PONAPRE locally in the intervention area by creating and implementing community action plans and municipal prevention policies that focus on reducing violence in coordination with the Vice Ministry of the Interior Ministry (MINGOB) and municipalities. To this end, support will be provided for the creation of municipal and community violence prevention committees with the participation of the Municipal Offices for Women, Children and Youth and civil society organizations for the defence of women’s and children’s rights that work in the intervention area.

Multi-sector committees and municipal prevention and citizen security observatories will also be established. Support for the implementation of preventive measures previously established by the Policy and strengthening the capacities of the Vice Ministry to coordinate these activities, especially through its departmental offices, will be included within the main activities.

**A.1.1 Creation and implementation of citizen’s participative networks at community and local level, in order to design municipal policies and communitarian plans of violence prevention.** These actions are consistent with the prevention model designed by Unit for the prevention of community violence "UPCV" from the Vice-ministry of Violence Prevention of the Interior Ministry. This element of citizen participation and citizen coordination is part of the specific objectives of PONAPRE. The work package under this main activity will include the definition of intervention criteria in each municipality.

**A.1.2 Creation and implementation of community action plans and municipal prevention policies that focus on violence and crime prevention.** Following the UPCV strategy and after

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55 Activities per result in this document are laid out as a list with the letter “A” and numbers deriving from the result they pertain to.
56 The Vice Ministry is the State agency legally responsible for coordinating actions for implementing PRONAPRE.
57 Part of the counterpart provided by the delegated European agency might be used to encourage the participation of women's and child protection organizations in the entities and partnerships required for policy development.
58 The data collected will be used to create municipal policies, to monitor implementation of the measures and for early detection of violence in schools, hospitals, etc.
59 The aim is to ensure that each municipality in the intervention area implements at least four preventive measures with a gender and child-based approach. The preventive measures already identified jointly with the Vice Ministry include awareness campaigns for the general population and high-risk groups on violence against women and children, their rights and ways to enforce them locally.
having created the local networks, this activity will work on the elaboration of policies and plans at communitarian and municipal level.

A.1.3 Design and implementation of preventive measures focused on violence against women, children and youth. The main obstacle for the implementation of measures to prevent violence is the lack of funds. This activity will support the implementation of some of the measures that will emerge from communities and municipalities work.

A.1.4 Strengthening of the capacities of the Vice Ministry for Violence and Crime Prevention in its function as coordinator of the implementation of PONAPRE at the local level. As a mainstream activity of all this activity will seek to strengthen or establish capacities within the Vice Ministry.

R.2: Increased efficiency in the assistance provided to the victims The main activities under this result include improving the existing system for ordering and enforcing security, protective measures by creating inter-agency working procedures, and training and equipping the various state institutions involved in order to prevent re-victimization and the victim’s return to the cycle of violence. With the same objective in mind, coordination of the different models of assistance to female victims by the Office of the Public Prosecutor, the Public Criminal Defence Institute and the Judiciary will be strengthened. With regards to the assistance to victims, the infrastructure of State institutions and civil society organizations working with local referral networks will be improved and equipped and they will receive training to enable them to assist victims effectively and comprehensively. Finally, micro-credit, occupational training or other means will help victims to reach economic independence. This comprehensive approach which includes initiatives that promote economic independence will benefit also the youth (independent of gender).

A.2.1 Improvement of the system for ordering and enforcing security measures for women victims of violence and protection measures in favour of children and youth. Due to the different nature of measures in favour of women and girls victims of gender violence and protection measures for children and youth, this activity is divided in two working packages. Regarding security measures for women, the program will create mechanisms that will allow the judicial courts to effectively notify the aggressor about the measures ordered by the judge. The program will also help to improve an extend to all the public prosecutor offices in the region of the security measures register system, already functional in limited areas of the capital. Work with National Police will take place in order to ensure the adequate monitoring of these measures. In addition, some alternatives could be explored to improve the efficiency of these measures, like the use electronic devices to localize aggressors or victims. All these initiatives will consider the reality of the region and the limitation on human and technical resources of the institutions. The second working package, related to the measures provided by the judge.

A.2.2 Improvement of the immediate victim attention system of the justice and security sector for women, children and youth: This activity will include two working packages. The first one

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focuses on the initial attention to victims who are entering in contact with justice institutions. In this group is essential to define a working model to coordinate the institutions that play the main role in this initial step: Public Ministry, Judicial Courts and National Police. In some areas, like in the municipality of Escuintla, all these institutions already have in place units oriented to support victims. However, in other municipalities (for example in municipalities of Retalhuleu or Suchitepéquez) this is not the case. This means that, in some cases, the program will start by helping institutions to implement victims support units while in others work will more towards improving the quality of the provided support. In addition, the program will need to define if some initiatives, which are currently in their pilot phase in other areas of the country (for example establishment of public prosecutor’s offices in hospitals), can be replicated in the Southern region. In this sense, particular attention deserves the Institute of Assistance and Attention to Crime Victims, which has been recently created by law (in April 2016), but which at the moment has not yet been developed. According to how this will evolve, it is possible that the program will have to support also this new institution. The second package is more focused on the assistance to children and adolescent victims who are already involved in judicial procedures. Two issues will need attention from the program: the strengthening of the quality of medical attention to victims of sexual violence against children and adolescent and, the implementation of a work process to localize children and adolescent victims.

A.2.3 Improvement of the assistance system to women, children and teenage victims referred to other institutions (public or private). This main activity will include three working packages. The first package is oriented towards strengthening the referral network (red de derivación) which is a network of different public and private institutions that support victims of gender violence. The program will support the essential role of the Public Prosecutor Office in coordinating these networks and will help the networks to effectively provide assistance to victims and to increase their capacity to collect and gathered data related to violence against women, children and youth. The second package should support two of the existing CAIMUS (temporary shelters for victims of gender violence, including women and children) located in Escuintla and Suchitepéquez and will study alternatives to increase its sustainability. The third package focuses on capacitating the system of shelters and foster homes to children and teenage victim of violence. As there are no such institutions in the intervention area (victims are transferred to Quetzaltenango or the capital) a system has to be implemented through the program to ensure better procedures for these cases at the national level, including the provision of some support to those centres which are covering the Southern region of the country.

R.3: An efficient, measurable response of the justice system and an adequate implementation of the existing legal framework. The main activities of this result will include direct work with the authorities of the justice sector in the Southern region to increase the quality of the investigations and the speed of the legal process. This intervention will focus on creating a more effective coordination (top–down and bottom-up) between the Public Ministry, INACIF and DEIC (the Specialized Department of Criminal Investigations) to improve the process of evidence collection with the aim of better documentation necessary for the development of the cases. The Judicial Organ – both regular and specialized Courts - will receive assistance to optimize the processes of hearing in criminal cases (gestión penal por audiencia). The
implementation of justice sector interinstitutional boards and round tables at local and central level in order to tackle the criminal prosecution of these crimes will be proposed as well.\(^{61}\)

A.3.1 Improvement of criminal investigation of crimes related to women, children and youth. Even though there have been improvements in recent years in the quality of investigation and coordination of institutions such as the Public Ministry, the Investigation Department of the National Police (DEIC) and the Forensic Institute in Guatemala, these efforts have been mainly located in the capital area. Through this intervention it is aimed to transfer this experience to the Southern region of the country and adapt it to the local reality. This will include adapting procedures, norms and protocols, reorganizing the working units, provision of trainings and equipment and support to comprehensive approaches of investigation. The first working package will be oriented to the investigation of homicide, with a special attention to femicide. Research will be carried out to study the relation between previous violent episodes (including violence against women and child maltreatment). The second working package will focus on sexual violence, and will implement a working model which will maximize the efficiency of the limited human and technical resources available in the region, particularly recompilation of physical evidence and the analysis of it. The third package will be oriented in improving the quality of criminal investigation of human trafficking, particularly for sexual exploitation.

A.3.2 Improvement of the judicial response to crimes against women, children and adolescents. Although there have been some advances in the quality of services and duration of procedures, it is necessary to strengthen these procedures through the process of hearing management (Gestión Penal por Audiencias). This has to be established both in ordinary penal courts and in specialized ones (related to women and gender violence, and violence against children and adolescent). In order to ensure the sustainability of the program, it is necessary that this new way of management be adequately reinforced by internal protocols and be included as an element in the curriculum of judicial studies (judicial career). Additionally, it is foreseen to support the territorial expansion of the use of the new software that is using the Judicial Organ in maintaining a register of the audiences. Activities will also be carried out to improve the quality of communication among different courts in the region to ensure a faster judicial response and to avoid leaving victims unprotected and/or their re-victimization.

A.3.3 Strengthen the interinstitutional coordination at the local and central level to improve the justice system's response to violent crimes committed against women, children and adolescents. The focus of this action is strengthening the coordination of responses of the justice system in the process of the penal prosecution. This is foreseen to be achieved in two ways: Firstly, at the national level, through the creation of the Unit of Statistical Analysis of justice sector at the Executive Secretariat of the Modernization of Justice Sector (ICMSJ). This unit will gather data from the different institutions of the justice and security sector in order to provide valid information that will allow institutions to take better decisions.

4.3 Intervention logic

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\(^{61}\) The interinstitutional round tables and discussions facilitated and guided by the Executive Secretary ICMSJ have been one of the main sources of information necessary to design the objectives, results and activities of this action.
Based upon lessons learnt and ongoing or past EU efforts, the intervention proposed will seek to complement these, while ensuring complementarity with other donors’ programmes in the same sector, particularly with Member States. Primary, secondary and tertiary intervention is included in order to ensure a higher level of impact. Capacity development and technical cooperation will be offered in order to support the implementation of the National Policy, in line with EU policy priorities in Guatemala.

Attention will be paid to the coordination between the different actors through the involvement of the director for international cooperation of the Vice Interior Ministry as well as the Coordinating Organ in charge of the Modernization of the Justice Sector (ICMSJ). In the absence of a ministry of justice, the ICMSJ functions as a coordinating body for the justice sector institutions. It has an Executive Secretariat (SEICMSJ) whose mission it is to execute projects financed by the international cooperation. The SEICMSJ has extensive experience in project management in justice and security, mainly with the European Union (PARJ and SEJUST), the Inter-American Development Bank and AECID (Justice and Security Program and the Program to Reduce Violent Deaths of Women). However, budget issues and high staff turnover have limited the institution’s capacities. The ICMSJ is however a crucial partner in in R3, given the multiplicity of stakeholders and their previous experience. Additionally, the institution was actively involved in the stakeholders consultations that took place throughout the formulation stage.

The action proposes an integrated approach at the institutional, regional and local level. At national level, the implementation of the PONAPRE will be coordinated with the Interior Ministry, through its Vice Ministry and the UPCV, in order to reach the local level as well. Ownership at local level needs to be supported by central authorities, for this reason they will be included in consultations on the design of local prevention plans. Strengthening of local authorities cannot be done in an isolated way but needs to be triggered down from the central level.

5. IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Budget Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of adoption by the Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission’s authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.
5.3 Implementation modalities

5.3.1 Indirect management with a Member State

This action may be implemented in indirect management with Spain in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

AECID has an expertise in the field of Justice and Security which no other MS agency possesses. They have completed recently a programme in this field that has been very successful in reducing impunity of crimes against life and violence against women in the Solola region and the lessons learnt from it will be put in practice in our proposed intervention.

Moreover, and because of Spain’s long-standing relations with the Guatemalan State, AECID has a degree of penetration and acceptance in the authorities that will ensure a smooth implementation of the proposed action.

This implementation entails the management of the whole action by AECID. This implementation is justified because of the presence in the country and the specialisation of the Spanish Agency for Development.

The entrusted entity would carry out all the tasks related to the budget-implementation, except the visibility contract.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

5.5 Indicative budget

<table>
<thead>
<tr>
<th>Module</th>
<th>EU contribution (amount in EUR)</th>
<th>Indicative third party contribution, in currency identified</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.4.1. – R.1: Systems and strategies of violence prevention against women, children and youth are strengthened, through the establishment of local citizen’s networks, the implementation of violence prevention policies and measures at local level and strengthening of the institutions coordination at central level. – Technical assistance and procurement for training and activities/studies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.4.1.1. – Indirect management</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Technical Assistance</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training activities/studies</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5.4.2. – R.2: Increased efficiency of assistance to victims,</td>
<td>4 600 000</td>
<td></td>
</tr>
</tbody>
</table>
focusing on the improvement of legal security measures, the establishment of centres for attention to victims, assistance to existing initiatives that promote financial independence of victimized women. - Technical assistance, procurement and works

<table>
<thead>
<tr>
<th>5.4.2.1. – Indirect management</th>
<th>5 200 000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical Assistance</td>
<td></td>
</tr>
<tr>
<td>Training activities/studies and works</td>
<td></td>
</tr>
</tbody>
</table>

5.4.3 - R.3: Increased efficiency of the justice system's response to violent crimes committed against women, children and youth, focusing on the improvement of criminal investigation, judicial response and the inter-institutional coordination. – Technical assistance and procurement for training/activities and works.

<table>
<thead>
<tr>
<th>5.4.3.1. – Indirect management</th>
<th>5 200 000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical Assistance</td>
<td></td>
</tr>
<tr>
<td>Training activities/studies and works</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Contingencies£62</th>
<th>N.A.</th>
<th>N.A.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>15 000 000</td>
<td>1 600 000</td>
</tr>
</tbody>
</table>

5.6 Organisational set-up and responsibilities

The proposed intervention includes an approach consisting of primary, secondary and tertiary prevention and of simultaneously top-down and bottom-up actions focusing on several actors at central and local level. It is proposed to set up a Steering Committee including the Interior Ministry and its Vice Ministry, SEGEPLAN, the Ministry of Finance and the Executive Secretary of the Coordinating Organ in charge of the Modernization of the Justice. This committee would be responsible to revise and guide programme implementation. Both EU and Spain would participate as observers. Particular sessions on technical matters will be organized, including key line Ministries as well as CSO’s and other stakeholders of priority sectors. Here the UPCV would play a prominent technical and coordinating role.

The EU delegation will also set up a regular dialogue mechanism with Spain in order to ensure coherence and alignment between the different objectives and follow up project implementation.

£62 Consider that contracts where no financing agreement is concluded, contingencies have to be covered by individual and legal commitments by 31 December of N+1.
5.7 Performance monitoring and reporting

During the inception phase, the log frame will be reviewed and fine-tuned. Data to define the baselines will be collected by the technical assistance which will carry out consultation processes with the relevant institutions at both central and local level to obtain reliable data. Baseline studies will be undertaken when appropriate. The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner’s responsibilities: An adapted system of monitoring an evaluation will be set up during the inception phase. The implementing partner shall establish this permanent internal, technical and financial monitoring system for the action, and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation

Having regard to the importance of the action, a mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission. The mid-term evaluation will be carried out for learning purposes, in particular with respect to maximise the impact of the programme. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact

The Commission shall inform the implementing partner at least 1 month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing decision.
5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.
APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

<table>
<thead>
<tr>
<th>Overall objective</th>
<th>Intervention logic</th>
<th>Indicators (in the geographic area of intervention)</th>
<th>Baselines (incl. reference year)</th>
<th>Targets (incl. reference year)</th>
<th>Sources and means of verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Impact</td>
<td>To support Guatemala in its efforts to reduce violent crime against women, children and youth whilst respecting human rights and promoting a culture of peace</td>
<td>1. Rate of violence against women, children and youth in the southern region (***)</td>
<td>1.*** % 2016</td>
<td>1.*** % by 2020</td>
<td>• Official figures/statistics of beneficiary institutions. - External evaluation reports -</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>2. Percentage of perception of insecurity among the population</td>
<td>2.*** % 2016</td>
<td>2.*** % by 2020</td>
<td>• Official figures/statistics of beneficiary institutions. - External evaluation reports -</td>
<td></td>
</tr>
<tr>
<td>Specific objective(s): Outcome(s)</td>
<td>SO 1: Strengthen institutional mechanisms and the citizens' participation to prevent violence against women, children and youth and to support the victims</td>
<td>1. Percentage of municipalities in the intervention area that have incorporated in its annual budget funds to implement actions to prevent violence or to support victims</td>
<td>1.1 *** % 2016</td>
<td>1.1 *** % by 2020</td>
<td>• Official figures/statistics of beneficiary institutions. - External evaluation reports - Local and national perception of insecurity surveys. Reports generated by information platforms at local and central level -</td>
<td>Political will to carry out the required reforms, proper coordination between beneficiary institutions, and availability of resources to be provided by implementing partners as counterpart.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.2 Percentage of actions to prevent violence that are implemented at local level with CSO involvement</td>
<td>1.2 *** % 2016</td>
<td>1.2*** % by 2020</td>
<td>• Official figures/statistics of beneficiary institutions. - External evaluation reports - Local and national perception of insecurity surveys. Reports generated by information platforms at local and central level -</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.3 Percentage of victims of violence against women, children and youth who fall back into the cycle of violence</td>
<td>1.3*** % 2016</td>
<td>1.3 *** by 2020</td>
<td>• -</td>
<td>The instability of the authorities of the beneficiary institutions, disagreement between beneficiary institutions based on their own institutional policies, prioritization of institutional interests above programme objectives</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.4 safety and protection measures</td>
<td>1.4 *** % 2016</td>
<td>1.4 *** % by 2020</td>
<td>• -</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>1.5 Percentage of victims of violence against women, children and youth comprehensively attended</td>
<td>1.5 *** % 2016</td>
<td>1.5 *** by 2020 Prevalence of girls and women who have experienced physical or sexual violence (by an</td>
<td>• -</td>
<td></td>
</tr>
</tbody>
</table>

[29]
<table>
<thead>
<tr>
<th>Outputs</th>
<th>R.1:</th>
<th>Institutional capacity to prevent violence against women, children and youth is enhanced. Better implementation of existing policies and improved mechanisms to prevent violence.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>1.1.1 Municipal violence prevention committees created with the participation of the Municipal Office for Women, the Municipal Child and Adolescent Protection Office and organizations for the defence of women, children and youth (*fully operational)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.1.0 / 2016</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.2 Municipalities with prevention of violence and crime policies inclusive, adapted to the local context and with measures of prevention of violence against women, children and youth.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.2.0 / 2016</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.3 Implementation of measures to prevent and reduce risk factors that contribute to violence against women, children and youth.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.3.0 / 2016</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.4 Existence of fully operational information platforms at local and central level to monitor criminal activities and to implement relevant preventive measures and fully operational</td>
</tr>
<tr>
<td></td>
<td></td>
<td>1.1.4.0 / 2016</td>
</tr>
</tbody>
</table>

| Percentage of victims of violence against women, children and youth who receive financial compensation by judicial means | 1.6 *** % 2016 | 1.6 *** % by 2020 |

**SO2:**
Strengthen the capacity of institutions at all levels to address and reduce the impunity related to those violent crimes.

| 2.1 Rate of impunity of crimes against women, children and youth | 2.1 *** % 2016 | 2.1 *** % by 2020 |
| 2.2 Percentage of indictments regarding criminal complaints made in relation to violence against women, children and youth | 2.2 *** % 2016 | 2.2 *** % by 2020 |
| 2.3 Percentage of prosecutions regarding the indictments made in violence against women, children and youth cases (as well as gender and sexual based violence) | 2.3 *** % 2016 | 2.3 *** % by 2020 |
| 2.4 Percentage of convictions regarding complaints of crimes against women, children and youth (as well as gender and sexual based violence) | 2.4 *** % 2016 | 2.4 *** % by 2020 |
| 2.5 Time span between the criminal complaint and the verdict | 2.5 210 days/2015 | 2.5 *** % by 2020 |
| 2.6 Number of cases of violence against women, children and youth reported by victims | 2.6 *** % /2016 | 2.6 *** % by 2020 |

Inputs

- Official figures/statistics of beneficiary institutions
- External evaluation reports
- Municipal decisions approving prevention policies
- Reports generated by information platforms at local level
- Authorities decision approving interagency working model for granting and following up security measures for women and children victims
- Authorities decision approving MAI and SAI interagency working model
- Formations reports Authorities decision approving

The beneficiary institutions accept the technical advice of the Program for setting up new working models of criminal investigation, hearing management of criminal procedures and assistance to victims.

The change of beneficiary institutions authorities does not hamper the implementation of the Programme strategy.

There is political will among beneficiary institutions authorities to promote the Programme Objectives.

[30]
<table>
<thead>
<tr>
<th>R.2:</th>
<th>Increased efficiency in the assistance provided to the victims -</th>
<th>2.1.1. Public Officers adequately equipped and trained to provide safety and protection measures for victims</th>
<th>2.1.1.0 % /2016</th>
<th>2.1.1.100 % by 2020</th>
<th>interagency working models for investigating crimes against women and children</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2.1.2 Public Officers equipped and trained to provide adequate assistance to victims of violence against women, children and youth</td>
<td>2.1.2.0 % /2016</td>
<td>100 % by 2020</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.1.2 Members of CSOs, (CAIMUS, partners of Redes de Derivación) equipped and trained to provide assistance to victims of violence against women, children and youth</td>
<td>2.1.2.0 % /2016</td>
<td>2.1.2.100 % by 2020</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.1.2 Public Officers trained to deliver on judicial proceedings to provide financial compensation to the victims</td>
<td>2.1.2.0 % /2016</td>
<td>2.1.2.100 % by 2020</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.1.3 Women victims trained to achieve financial independence</td>
<td>2.1.3.0 % /2016</td>
<td>2.1.3.50 % by 2020</td>
<td></td>
<td></td>
</tr>
<tr>
<td>R.3:</td>
<td>An efficient, measurable response of the justice system and an adequate implementation of the existing legal framework</td>
<td>3.1.1. Public Officers equipped and trained for the investigation of crimes against women, children and youth</td>
<td>3.1.1.0 % /2016</td>
<td>3.1.1.100 % by 2020</td>
<td></td>
</tr>
<tr>
<td></td>
<td>3.1.2 Public Officers equipped and trained in management of specific criminal procedures applying to crimes against women, children and youth</td>
<td>3.1.2.0 % /2016</td>
<td>3.1.2.100% by 2020</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3.1.3 Public Officers equipped and trained to refer cases of violence against children and youth to entities in charge of criminal investigations.</td>
<td>3.1.3.0 % /2016</td>
<td>3.1.4 100% by 2020</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>3.1.4 Interagency boards in charge of criminal prosecution cases related to violence against women, children and youth at local and central level</td>
<td>3.1.4.0 /2016</td>
<td>3.1.44 by 2020</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**ANNEX 1: List of major laws and public policies relevant to violence prevention in Guatemala**

**Normative framework**

- Approval of the Convention on the Rights of the Child (1990)
- The “Law on Prevention, Sanctioning and Eradication of Domestic Violence” (1996): focused primarily on security measures and did not include concrete sanctions for perpetrators.
- The “Law for the comprehensive protection of children and adolescents” was approved in 2003.
The “Law against Femicide and other forms of Violence against Women” (2008): includes also young girls and adolescents. It created a justice system specialized in Femicide.63
The Adoption law (2010)

National Policies

“National Policy on Promotion and Comprehensive Development of Women” (2008 – 2023), based on PLANOVII
“National Youth Policy” (2012 – 2020) was approved64, with a clear component on violence prevention, from a comprehensive and social perspective (it remains limited; it does not count with a comprehensive and cost-estimated Action Plan, nor was it reflected in the budget for 2014).

63In 2010, courts specialized in femicide were created in 3 departments (Guatemala, Chiquimula and Quetzaltenango), as well as a "System for Comprehensive Attention to Victims" which accompanies women during the legal process. In 2012, four more courts were inaugurated in Huehuetenango, Alta Verapaz, Escuintla and Izabal.
64 With the support of the EU trough the "Institutional Strengthening of the Youth Program"