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Country programme document for Guatemala (2015-2019)

Contents

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I.   Programme rationale

1.   Guatemala is a socially and culturally diverse country. Indigenous people make up 40 per cent of the population, and 70 per cent of the population is under 30 years of age. Since the 1996 peace accords ended 36 years of internal armed conflict, the country has started to construct more democratic legal and institutional frameworks. Major challenges persist, however, in constructing an inclusive country and consolidating a lasting peace.

2.   While multidimensional extreme poverty was reduced from 42 per cent in 2000 to 30 per cent in 2011[1], the country is far from reaching Millennium Development Goal no. 1[2], and evidence shows that income poverty has increased at levels higher than in 2000[3]. Challenges still remain in reducing inequity gaps[4], as evidenced by the human development index for indigenous people (0.483) – which is low compared with the rest of the population (0.629) – as well as the gap between the human development index for rural and urban populations (0.484 and 0.658, respectively). UNDP has contributed to mainstreaming social protection programmes through the creation of the Social Development Ministry. However, its institutional framework needs to be strengthened and coordinated with jointly responsible institutions to ensure a multidimensional approach to poverty. Young people face huge challenges in finding decent employment. Thirty-three per cent of those working in the informal market are between 15 and 35 years of age; they account for 38 per cent of the working-age population[5]. Women still lag behind in terms of opportunities, with a 49 per cent share in the labour market compared with 88.3 per cent for men[6]. Access to technical training is limited, and unemployment undermines the benefits of development for youth[7]. Out of 31,506 reported cases of HIV by 2013, 30 per cent are working-age young people, with higher prevalence in sexually diverse groups[8] that face barriers to having their demands heard under laws free from stigma and discrimination.[9]

3.   Sixty-six per cent of the indigenous people live in rural areas[10] and rely on non-technical farm production, which is dependent on rain cycles. They are highly vulnerable to extreme weather events, which increases their food insecurity, malnutrition[11] and morbidity. UNDP, together with the Food and Agriculture Organization (FAO) the World Health Organization (WHO) and the Pan American Health Organization (PAHO), has provided specialized services to municipalities and agricultural planning and health agencies, proving the feasibility of the integral rural development policy in the western area of the country. While challenges remain in terms of output sustainability and inter-institutional coordination, results obtained with respect to higher household food reserves,[12] improved habitats and reduced maternal mortality rates[13] provide examples of innovative experiences worth replicating.[14]

4.   The country faces challenges in terms of a solid environmental and risk governance due to weak institutions, low budget and a poor regulatory framework. UNDP supported the President's Planning and Programming Secretariat in designing territorial planning

[1] Living standards survey, Guatemala national human development report. UNDP, 2011

[2] Millennium Development Goals progress report, 2010. President's Planning and Programming Secretariat

[3] Profile of Social Strata in Latin America. UNDP-Economic Commission for Latin America and the Caribbean, 2014.

[4] The Gini coefficient is 0.57.

[5] National employment and income survey, 2013.The informal market accounts for 70 per cent of the working-age population.

[6] National employment and income survey, 2013.

[7] Guatemala national human development report. UNDP, 2011.

[8] HIV and gender-based violence progress report. UNAIDS, Guatemala, 2011.

[9] National dialogue on HIV and human rights. UNDP, 2013.

[10] National living conditions survey, 2011.

[11] Chronic malnutrition in rural areas is at 58.6 per cent. National mother-child health survey, 2008-2009.

[12] Increasing food reserves by up to four months per household. UNDP 2013 statistics.

[13] Reduction to 0 per cent in 50 communities of five municipalities of the San Marcos departments. UNDP 2013 report.

[14] Evaluation of the joint programme "Vulnerability reduction to support rural development in five municipalities of the Coatán and Alto Suchiate river basins in the Department of San Marcos. UNDP 2013.

methods that bring together environmental and risk management. Under the Rural and Urban Development Councils system – the main means for people to participate in public management at the local, department, regional and national levels[15] – 229 municipalities already include risk management analysis in local public investment[16].The system, however, faces challenges in guaranteeing the full participation of civil society, the state and the private sector in designing territorial development and ensuring that public investments are linked to the planning process. Municipal-level statistics reveal that 60 per cent of the 332 municipalities show low citizen participation.[17]

5.   Between 1998 and 2014, natural disasters[18] resulted in losses and damage worth $3.913 million and a death toll of 1,100. Recovery is incomplete – particularly with respect to livelihoods – increasing vulnerability and poverty. In addition to the weak territorial management legal framework, according to the Agriculture, Natural Resources and Environment Institute (IARNA), the extractive economic model, based on natural resource exploitation, has led to deforestation. This has increased from 100,000 hectares per year (2001-2006) to 132,000 hectares per year (2006-2010) – equivalent to an annual deforestation rate of 3.4 per cent, one of the highest in Latin America. That situation negatively affects biodiversity and the provision of critical environmental services for human well-being.[19]

6.   There is scant representation of women and indigenous people in the Congress, which produces laws that fail to match the needs of underrepresented populations. For the 2012-2015 period, 339 of the 3,877 elected officials are women, while 21 of the 158 members of Congress and 114 of 333 mayors are indigenous persons[20]. Reforms to the Electoral and Political Parties Law are needed to improve the representation of excluded constituencies.[21] Similarly, the Congress faces challenges for effective operation due to weaknesses in its Organic Law that allow for the interruption of legislative duties. UNDP provided assistance in developing proposals to reform the Organic Law and in preparing a plan for streamlining the Congress, which is awaiting approval and implementation.

7.   Conflict has escalated due to limited state presence in rural areas and an erosion of mechanisms for dialogue with the state. As of May 2014, there were 1,416 conflicts associated with rights disputes, territorial borders, squatting and regularization[22]. The conflicts are compounded by violence and insecurity. While violence was formerly associated with the internal armed conflict, it now relates to institutional flaws, organized crime, impunity, and weak trust in public institutions.

8.   Homicide rates decreased from 49 per 100,000 people in 2009 to 34 per 100,000 in 2013. While this decreasing trend continues in 2014, the country still has one of the highest rates in the region.[23] Violent deaths of women increased from 573 cases in 2012 to 632 in 2013,[24] the majority of the victims being between 21 and 30 years of age. Violence against women is compounded by discriminatory, patriarchal attitudes. UNDP has supported central and local institutions in designing preventive citizen security models, but there is still a need to standardize and mainstream a single model. The violence prevention policy[25] provides the opportunity to support standardized models and

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[15]The Urban and Rural Development Council System is legally supported by the Urban and Rural Development Council Act. Decree Number 11-2002.
[16]Municipal Management Ranking. President's Planning and Programming Secretariat, 2012.
[17]ibid.
[18]Hurricane Mitch, 1998; Stan Storm, 2005; Agatha Storm, 2010; and the San Marcos earthquakes, 2012 and 2014.
[19]Environmental profile, 2010-2012. Agriculture, Natural Resources and Environment Institute (IARNA).
[20]According to the report of the Fourth Indigenous Observation Mission.
[21]Assessment of the general and Central American parliament election process. Supreme Electoral Tribunal, 2011.
[22]Agrarian conflict monitoring report *(Informe de Monitoreo de la Conflictividad Agraria)*. Secretariat of Agrarian Conflicts, May 2014.
[23]UNDP, regional human development report, 2013-2014.
[24]Data from the National Civilian Police.
[25]National Violence and Crime Prevention, Citizen Safety and Peaceful Coexistence.

to strengthen information management systems so that evidence-based citizen security policies can be designed and implemented.[26]

9. Weaknesses in the justice system allowed impunity levels to rise to 98 per cent[27] in 2007, leading to the creation of the International Commission against Impunity in Guatemala. UNDP has provided assistance in developing innovative criminal investigation and strategic prosecution and judicial management models, and integral care for victims. This helped reduce impunity in life-threatening crimes in the metropolitan area from 95 per cent in 2010 to 70 per cent in 2013[28], and increased convictions from 3,280 in 2009 to 7,122 in 2013. These achievements provide a 'road map' for transferring capacities to national institutions in the fight against impunity. According to Peacebuilding Fund monitoring reports, which identify the International Commission against Impunity in Guatemala as a key partner, UNDP support to the justice sector has translated into better institutional performance. Impunity in cases of violence against women is still extremely high (95 per cent), despite a solid legal framework that includes laws against femicide, domestic violence, sexual violence, exploitation and trafficking. The challenge is to increase law enforcement capacity and create specialized femicide courts that will improve women's timely access to justice.

10. The country has made significant progress in terms of transitional justice. To date, 10 convictions in cases of gross human rights violations have been achieved; approximately 2,000 victims of massacres and forced disappearance have been identified; and a specialized approach has been used to address the investigation and prosecution of sexual violence against women during the internal armed conflict. This was made possible by the active engagement of victims demanding their rights, and by the dialogue and coordination between the State and the civil society. According to the evaluation of the Transitional Justice Accompaniment Programme in 2014, UNDP work has contributed to implementing transitional justice, but the consolidation of state commitment to policy design and implementation to ensure sustainability, and to improve the living conditions of victims of internal armed conflict, remains to be addressed.

11. Lessons learned from the evaluation of the country programme, and implemented in this new cycle, reveal that programmatic work must adopt a more integral approach, focus on specific territories, and rely on better inter-organization coordination tools and key partners in the United Nations system. Experiences such as the joint programme funded by the MDG Achievement Fund (Spain), permitted the launching of this multidimensional approach. Those experiences highlight the need to strengthen results-based management design; to engage partners and stakeholders from the early stages of the process; to implement results-oriented follow-ups, evaluations, and analysis methods; to implement gender, human rights and multicultural approaches during the entire project cycle; and to increase sustainability efforts with respect to results, including strategies for communication, practice systematization, and knowledge transfer.[29]

II. Programme priorities and partnerships

12. In compliance with the National Development Plan, the United Nations Development Assistance Framework and the UNDP strategic plan, 2014-2017, the proposed country programme will support the building of a resilient, equitable, inclusive country, committed to social peace and responsive to poor and extremely poor indigenous people, women and youth who live in areas with low Human Development Index rankings and minimal state presence. The programme will apply a human rights-based

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[26] Final joint programme evaluation, *Consolidando la Paz en Guatemala mediante la prevención de la violencia y la gestión del conflicto*, July 2013.
[27] Complaints versus cases solved.
[28] Annual report of the Public Prosecutor's Office.
[29] Evaluations of the Maya Programme; Accompaniment Programme Transition to Justice; Productive Uses of Renewable Energy in Guatemala; and joint programmes supported by the Spain Millennium Development Goals Fund;2010-2014.

approach and will promote women participation along its implementation. The programme will emphasize the following priorities: (a) inclusive and sustainable development; (b) rule of law and peace; and (c) active, inclusive citizenship.

Inclusive and sustainable development

13. Reducing inequality, exclusion and vulnerability continues to be a challenge in Guatemala. This is evidenced by poverty; little or no access to basic services; increasing environmental and natural resource degradation; loss of human lives, livelihoods and economic infrastructure due to climatic and geological events; and urban sprawl. The proposed programme seeks to support the Government in addressing the determinants of inequality, vulnerability and exclusion, using approach outlined below.

14. UNDP will support the introduction of environmental and risk management in the participatory planning of territories to improve land management, ensuring public funding. It will work with women and vulnerable indigenous producers to increase their capacities in the use of sustainable technologies and practices, diversify their production and contribute to the creation of sustainable livelihoods. The scalability of these actions will be achieved through the Learning for Rural Development centres located throughout the country. In line with the national policy for integrated rural development, the proposed programme will promote compliance with legal and political frameworks in the environmental and energy sectors to improve the sustainable use of biodiversity, climate change adaptation, land degradation control, and sustainable energy. The programme will promote the use of the post-disaster needs assessment methodology[30] to assess damage, losses and recovery needs under a sustainable human development approach and will use the National Recovery Framework to help the country plan and develop a timely and inclusive recovery of economic conditions, jobs and livelihoods.

15. Partnerships with the President's Planning and Programming Secretariat, local governments, the Ministry of the Environment and Natural Resources, the National Council of Protected Areas, the National Forest Institute, the Ministry of Energy and Mines, the Ministry of Agriculture and Livestock, the Ministry of Public Finance and the National Coordinator for Disaster Reduction will be strengthened to support institutional capacities, promote knowledge management, improve environmental management and adaptation to climate change, foster sustainable energy, and reduce vulnerabilities. Partnerships with the Biodiversity Finance Initiative, the Global Environment Facililty (GEF) and the World Bank will be strengthened to support biodiversity conservation. Partners on climate change adaptation will be GEF, the Adaptation Fund, the Central American Bank for Economic Integration, the Inter-American Development Bank and the United States Agency for International Development (USAID). The partner on land degradation will be GEF, and on the promotion of productive chains it will be the Guatemala Association of Exporters.

16. UNDP will support the government in implementing social policy guidelines to strengthen the management of social protection programmes and ensure joint institutional responsibility for the benefit of poor and extremely poor population groups, particularly women and indigenous people. Partnerships with the Ministry of Social Development, the Ministry of Education and the Ministry of Health will be strengthened. Public-private partnerships will be identified to support the insertion into the formal labour market of youth who live in areas with low Human Development Index rankings and minimal state presence. UNDP will promote technical training schemes with entrepreneurial associations, including the Foundation for the Development of Guatemala and the Action Centre for Corporate Social Responsibility in Guatemala; and public bodies such as the Municipality of Guatemala City, the Ministry of Labour and the Ministry of Economy, under the National Youth Policy. Benefits will be sought from the engagement of UNDP

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[30]A methodology designed jointly by UNDP, the Economic Commission for Latin America, the World Bank and the European Union.

in the Global Compact to promote the development of the local network. Lessons will be extracted from the national human development report, 2011-2012, to promote public policy debate about opportunities for youth and the challenges posed by inequality.

17. In coordination with the Government, the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNFPA, PAHO, the United Nations Children's Fund (UNICEF), the Office of the United Nations High Commissioner for Human Rights, the Office of the Counsel for Human Rights and key civil society stakeholders, the legal framework on HIV, AIDS and sexually transmitted diseases will be revised, generating proposals to guarantee human rights protection for people living with HIV and for populations at risk.

18. Interventions on the area of sustainable development will be coordinated with the United Nations system in Guatemala, primarily at the local level, promoting scalability and coordination of actions. Joint programmes will be developed with FAO in family farming; with PAHO and WHO in primary health care; and with the International Labour Organization (ILO), UNICEF, UN-Women and UNFPA in social protection. In emergency and disaster response, actions will be coordinated through the United Nations Emergency Team South-South cooperation opportunities for social protection will be promoted particularly with Mexico and Brazil.

Rule of law and peace

19. Reducing violence, insecurity and impunity remains a challenge to consolidating the rule of law and building social peace in Guatemala. UNDP will continue working with an integral vision that addresses justice, security and peace, promoting inter-institutional coordination and dialogue between civil society and state institutions. A human rights-based approach will be applied. The proposed programme will promote access to equitable, high-quality services in the areas of justice, security and transitional justice, delivered by efficient, transparent institutions. The priority target groups will be victims of violence, especially women, children, indigenous people, and victims of the internal armed conflict.

20. Using this approach, UNDP will continue to support the Ministry of Interior in designing and implementing citizen security policies focused on prevention; developing information analysis and management tools as well as technological systems; and using of victimization surveys to formulate evidence-based public policies. To improve access to justice and strengthen the fight against impunity, UNDP will support using integral care systems for victims in the Public Prosecutor's Office; defining institutional plans and criminal investigation and prosecution policies and mechanisms at the Public Prosecutor's Office, the National Civilian Police and the National Institute of Forensic Sciences; and strengthening the judicial management model, especially with respect to femicide and other forms of violence against women, by supporting the creation of new femicide courts at the departmental level in the Judicial Branch.

21. A strategy to transfer the results of International Commission against Impunity to national institutions will be designed jointly with justice sector institutions, civil society, the United Nations system and major donors. Partnerships with justice sector and safety institutions will be strengthened (the Ministry of Interior, the National Civilian Police, the National Institute of Forensic Science, the Public Prosecutor's Office, the Judicial Branch, and specialized civil society organizations) to define citizen security policies and engage in the struggle against impunity. The National Statistics Institute will participate in developing and analysing statistical information on citizen security. All of this will strengthen existing partnerships between UNDP and the World Bank, USAID, the Peacebuilding Fund, the European Union, the Spanish Agency for International Development Cooperation and the Government of Sweden. The proposed programme will promote new partnerships that seek to consolidate the rule of law.

22. In partnership with civil society stakeholders, the state and victims' grassroots organizations (the Peace Secretariat, the National Reparations Programme, the President's Human Rights Commission, the Public Prosecutor's Office, Ministry, the Office of Human Rights, the Judicial Branch, the National Institute of Forensic Sciences, the Ministry of Education, the Ministry of Culture and Sports and the Guatemalan Forensic Anthropology Foundation) and human rights organizations and victims committees[31], UNDP will promote dialogue between civil society and the state with respect to integral transitional justice mechanisms. Debate on the recovery of historical memory; access to justice, especially for women victims of sexual violence during the internal armed conflict; integral reparations for victims; and the promotion of a culture of peace as a measure of non-repetition, will be promoted. The scope of action will be expanded to include coordination with human development initiatives (see paragraph 13-18) that promote the resilience of populations affected by the internal armed conflict and continue to face extreme poverty, vulnerability and exclusion. Strategic partnerships will be consolidated with the Peacebuilding Fund, USAID, and the governments of Germany, Norway, Sweden and Switzerland as active participants and promoters of dialogue, and among key stakeholders in transitional justice processes

23. Partnerships will be developed with UNICEF concerning integral care for child victims and criminal investigation; with UN-Women on peace culture and youth violence prevention; with the Office of the United Nations High Commissioner for Human Rights (OHCHR) on transitional justice and human rights; with UNFPA on justice, with a focus on femicides; and with the United Nations Office on Drugs and Crime on criminal investigation and security technology. South-South cooperation opportunities for citizen security will be promoted, particularly with Central American countries, Colombia and Mexico.

Active, inclusive citizenship

24. The main barrier to the effective exercise of human rights and a participatory democracy continues to be the effective involvement of indigenous people, women and youth in decision-making processes regarding development. This is related to the instability and poor institutional framework of the political party system, the inability to meet citizen demands – which generates conflicts – the lack of transparent public management, the poor accountability, the racism and the discrimination.

25. The proposed programme will continue to support the Congress in identifying, designing and implementing legal mechanisms to improve the active engagement of indigenous people, women and youth in development processes; the approval of bills related to the priorities of the proposed programme; and reform of the Organic Law of the Congress. UNDP will promote electoral reforms to establish both gender and ethnic quotas in political parties and to strengthen the control and enforcement capacity of the Supreme Electoral Tribunal. To that end, UNDP will continue partnering with the National Democratic Institute, the Government of Sweden, the Netherlands Institute for Multiparty Democracy, USAID, and the International Foundation for Electoral Systems.

26. Technical and political training will be provided to indigenous people's organizations on lobbying and active citizen strategies from a human rights perspective, to increase their knowledge and effective participation skills. Actions will be coordinated with OHCHR on strategic litigation; with UNICEF on bilingual education; and with UN-Women on the political participation of women. The governments of Norway and Sweden will be strategic partners for these actions.

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[31]The Peace Secretariat, the National Reparations Programme, the President's Human Rights Committee, the Office of the Public Prosecutor, the Human Rights Public Prosecutor, the judiciary, the National Institute of Forensic Sciences, the Ministry of Education, the Ministry of Culture, and the Forensic Anthropology Foundation.

27. To help reduce conflicts and strengthen governance, the proposed programme will support the State institutional framework and the main social stakeholders through the provision of expert assistance and the development of integral approaches – with a human rights focus – for reaching agreements, particularly in terms of natural resource exploitation. UNDP will draw on the Human Development Report to foster discussions, among civil society (particularly indigenous persons) and government, on conflict and its relation to development and citizenship, so as to contribute to building a joint vision on the best way to tap the renewable resources of the country.

28. Country office research and political analysis capacities will be strengthened to provide a reference framework for decision-making, inform national debate and identify development and democratic governance challenges. The proposed programme will rely on the technical advice of the Political Analysis and Prospective Scenarios project and the Regional Centre for Latin America and the Caribbean. Key stakeholders in the process will be the Ministry of Energy and Mines, the Ministry of Environment and Natural Resources, the National Council of Protected Areas, the Ministry of Government, the Human Rights Ombudsman, civil society organizations, indigenous people and the private sector. The work will be coordinated with OHCHR and the main donors participating in the Dialogue Group[32]. The proposed programme will promote South-South cooperation opportunities for inclusive dialogue with indigenous people, particularly with Bolivia and Peru.

29. The programme will focus on the sustainability of the results supporting institutional capacity-building and identifying clear exit strategies, in coordination with key partners and stakeholders.

III. Programme and risk management

30. The proposed programme will be nationally executed. A country programme board will be established to manage the programme. The board will be comprised of representatives from the Ministry of Foreign Affairs, the President's Planning and Programming Secretariat, the Ministry of Finance, other donors and key stakeholders to supervise the programme, facilitate efficiency, promote inter-institutional cooperation and identify South-South cooperation opportunities.

31. This country programme document outlines UNDP contributions to national results and serves as the primary unit of accountability to the Executive Board for results alignment and resources assigned to the programme at the country level. The accountabilities of managers at the country, regional and headquarters levels with respect to country programmes are prescribed in the UNDP programme and operations policies and procedures and the internal controls framework.

32. The national implementation modality will be used, and individual agreements will be signed with non-governmental organizations and the private sector. However, in special cases, to be agreed upon jointly with the Government and if required by the complexity and theme of the project, the direct implementation modality may be used. To ensure efficient, transparent programme management, small-scale capacity analysis and assessments of implementation partners will be conducted so as to identify areas in need of strengthening. The proposed programme will employ the harmonized approached to cash transfers, which will be the default approach. Similarly, the programme will seek to define joint programmes under the United Nations Development Assistance Framework and with other United Nations Organizations.

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[32]The Dialogue Group, or G-13, is composed of Canada, Germany, Italy, Japan, the Netherlands, Norway, Spain, Sweden, the United States and the following multilateral agencies: the Inter-American Development Bank, the World Bank, the International Monetary Fund, UNDP, the European Union and the Organization of American States.

33. The proposed programme is aligned with the National Development Plan "K'atun: our Guatemala 2032", the UNDP strategic plan and the United Nations Development Assistance Framework. It will follow results-based management principles, in order to progressively increase the effectiveness of the programme, systematically integrating the parameters of the strategic plan into the design of projects and programmes, with a special emphasis on the issues-based approach, South-South cooperation, and targeting. For this purpose, the capacities of the country office will be strengthened and its portfolio will be reviewed.

34. Risks faced by the proposed programme include the reduction in financial resources due to diminished bilateral contributions and limitations on the mobilization of state resources, imposed by the Budget Organic Law[33] . The resource mobilization strategy will be reviewed to increase the support of current partners and to identify others whose work in the country has potential. Through regional and subregional actions, and together with national institutions, the programme will promote activities to access additional global and regional funds, and to make full use of South-South and triangular cooperation.

35. Some remote areas where UNDP is working have been considered high-risk in terms of security. In those areas, coordination with central government authorities will be sought, as well as direct contact with communities and municipalities, and regular reports on cooperation activities will be prepared in coordination with the United Nations Department of Safety and Security.

36. Guatemala is situated in a vulnerable geographic area, exposing it to a number of threats. To prepare for potential disasters, the proposed programme, together with other United Nations organizations, will support emergency solutions and the search for international resources.

37. Two elections of main government authorities will take place during this programme cycle, one in 2015 and the other in 2019. To ensure the continuity of the processes promoted by the programme, it will facilitate a transition between relevant authorities.

IV.   Monitoring and evaluation

38. Monitoring will be carried out in coordination with other United Nations organizations to analyse indicators at the United Nations Development Assistance Framework outcome level. At the beginning of the cooperation cycle, a programme monitoring plan will be jointly designed with the Government of Guatemala, the indicators of which will – to the extent possible –use national sources and the information generated by projects, which are required to develop follow-up information disaggregated by gender, indigenous people and geographical locations. Another gender analysis tool will be the gender marker. The monitoring plan will include regular data generation and analysis against evidence-based output and outcome indicators, with the engagement of the main programme partners and the identification of changes in priority groups. The programme will promote free, prior and informed consent before adopting and implementing legislative or administrative measures that could affect indigenous people[34].

39. In the framework of the country programme board, annual revisions will be undertaken to analyse outputs. The indicators defined in the monitoring plan and the strategic plan will be used as baseline. This will be supplemented by field visits and the information developed in annual reviews of the United Nations Development Assistance Framework. The proposed programme will promote alliances with donors and

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[33] Decree 101-97 Budget Organic Law and its reforms.

[34] Outcome document of the High-level Meeting of the General Assembly: World Conference on Indigenous Peoples, 2014.

implementation partners to collect, analyse, use and disseminate the data, lessons learned and success stories that inform such revisions. The Geographic Information System will be used as an analysis tool for targeting actions and coordination with the United Nations system and strategic partners. The proposed programme will support the Government in developing information analysis and processing systems for public policies and in the participatory follow-up on the Millennium Development Goals and the post-2015 global development agenda.

40. The proposed programme will strengthen the capacities of the country office to improve the project design and follow-up process, including the use of the strategic plan programming parameters, the active involvement of partners, and results-based management. Sufficient financial resources will be allocated to projects to ensure that monitoring, assessment and communication tasks can be adequately performed. UNDP will analyse the findings of evaluations and monitor the implementation of the recommendations to ensure that any necessary corrective measures are taken. It will also support external evaluation of the United Nations Development Assistance Framework.

Annex. Results and resources framework for Guatemala (2015-2019)

For a list of abbreviations used in this annex table, see page 18

National priorities	

National priorities

Integral rural development; Resilient and sustainable land development; Social Protection; Stopping HIV; Creating employment opportunities; Poverty reduction; Climate change mitigation; Biodiversity and forest conservation; and land planning.

United Nations Development Assistance Framework outcome

Primary: The Urban and Rural Development Councils system and the corresponding governmental institutions jointly develop policies and investments that foster protection, responsible use and conservation of natural resources and community resilience to face natural events.

Secondary: Poor rural populations develop new and sustainable economic opportunities, in conditions of systemic competitiveness.

Related strategic plan outcome

Primary:

Outcome 1. Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded;

Secondary:

Outcome 4. Faster progress is achieved in reducing gender inequality and promoting women's empowerment.

Indicators, baselines and targets	Source, frequency and responsibilities'	Indicative products	Framework of main partners and counterparts	Indicative resources by outcome (in dollars)
Indicator: No. of municipal development plans that incorporate protection, responsible use and conservation of natural resources. **Baseline:** 0 **Target:** 25 municipal development plans that incorporate protection, responsible use and conservation of natural resources budgeted and being implemented.	MARN SEGEPLAN Units, plans and reports of municipal management units	Public institutions introduce and apply the participatory planning method, incorporating integral rural development, risk management, land planning and environmental management, with a focus on sustainability. **Indicator:** No. of municipalities implementing land management processes linked to the Territorial Planning Policy. **Baseline: 0**. **Target: 25** **Data source :** SEGEPLAN	SEGEPLAN, MARN, MEM, CONAP, INAB, MAGA, CONRED, MIDES, MINEDUC, MOE (MSPAS), MOH, MINECO, MINTRAB, PNS, joint communities, municipalities, PDH Legal network and HIV and at-risk group observatory.	**Regular 500,000.00** **Other 44,500,000.00**
Indicator: No. of municipalities that comply with 'resilient municipalities' criteria **Baseline:** 5 **Target:** 25	SE-CONRED	**Indicator:** Percentage of municipalities with strengthened capacity to rapidly recover their development conditions. **Baseline:** 0% **Target:** 80% **Data source:** SE-CONRED	FUNDESA, CENTRARSE, AGEXPORT UNEP, ILO, UNICEF, FAO, WHO,-PAHO, UN-Women, UNFPA, UNiTE Sweden, GEF, Adaptation Fund, PEI, BIOFIN World Bank, IDB, BCIE, USAID	
Indicator: No. of municipal development plans that include economic opportunities initiatives. **Baseline:** 0 **Target:** 25 municipal development plans that include	National Association of Municipalities SEGEPLAN	Environmental institutions improve their capacities to apply the legal and policy framework relevant to climate change, sustainable energy, biodiversity and environmental degradation.		

economic opportunities initiatives budgeted and being implemented.		**Indicator:** No. of public policies approved and with a budget to improve environmental management. **Baseline:** 12 **Target:** 22 **Data source:** The State Environment Report (Ministry of Environment). **Indicator:** No. of municipalities implementing the national biodiversity strategy action plan **Baseline:** 0 **Target:** 4 **Data source:** Annual report of CONAP
Indicator: Education of the working-age population in rural areas: percentage of the rural working-age population between 15 and 30 years old with at least nine years of scholarship. **Baseline:** Indigenous men: 14.7% Indigenous women: 13.0% **Target:** Indigenous men: 19.7% Indigenous women: 18.0%	NHDR – UNDP and ENCOVI, 2011.	Groups of producers vulnerable to climate change introduce adaptation measures in order to achieve resilient production systems. **Indicator:** Percentage of women producers who are part of UNDP projects, using forestry-grazing-agriculture practices, resilient to climate change. **Baseline:** 0 **Target:** 90% **Data source:** Project progress reports. **Indicator:** Percentage of men producers who are part of UNDP projects, using forestry-grazing-agriculture practices, resilient to climate change. **Baseline:** 0 **Target:** 90% **Data source:** Project progress reports.
Indicator: Education of the working-age population in rural areas: percentage of the rural working-age population between the ages of 15 and 30 years old with at least nine years of scholarship. **Baseline:** Non-indigenous men: 22.8% Non-indigenous women: 35.5% **Target:** Non-indigenous men: 27.8% Non-indigenous women: 42.5%	NHDR – UNDP and ENCOVI, 2011.	Women, young people and indigenous people integrated into the formal labour market. **Indicator:** Percentage of young women (aged 15-24) who have accessed formal employment within the partnerships advanced by UNDP. **Baseline::** 0 **Target:** 30% **Data source:** Project reports. **Indicator:** Percentage of young men (aged 15-24) who have accessed formal employment within the partnerships advanced by UNDP. **Baseline:** 0% **Target:** 30% **Data source:** Project reports.
Indicator: Percentage of the socially unprotected population working in the rural areas older than 15 years. **Baseline:** Indigenous men: 81.9%	NHDR – UNDP and ENCOVI, 2011.	**Indicator:** Percentage of young indigenous

Indigenous women: 82.5% **Target:** Indigenous men: 76.9% Indigenous women: 77.5%		individuals (aged 15-24) who have accessed formal employment within the partnerships advanced by UNDP. **Baseline:** 0% **Target:** 20% **Data source:** Project reports.
Indicator: Percentage of the socially unprotected population working in the rural areas older than 15 years **Baseline:** Indigenous men: 63.2% Indigenous women: 56.0% **Target:** Indigenous men: 58.2% Indigenous women: 51.0%	NHDR – UNDP and ENCOVI, 2011.	
Indicator: Percentage of the formally employed population in rural areas (older than 15 years) whose income does not meet the basic food basket. **Baseline:** Indigenous men: 87.1% Indigenous women: 93.7% **Target:** Indigenous men: 77.1% Indigenous women: 83.5%	NHDR – UNDP and ENCOVI, 2011.	
Indicator: Percentage of the formally employed population in rural areas (older than 15 years) whose income does not meet the basic food basket. **Baseline:** Indigenous men: 78.2% Indigenous women: 83.5% **Target:** Indigenous men: 68.2% Indigenous women: 73.5%	NHDR – UNDP and ENCOVI, 2011	
Indicator: Percentage of at-risk groups with access to STI and HIV prevention services. **Baseline:** Men who have sex with men: 32% Transgender women: 71% Female sex workers: 61% **Target:** Men who have sex with men: 75% Transgender women: 90% Female sex workers: 75%	Central American survey on HIV/STI surveillance and sexual behaviour in vulnerable and key populations: Chapter on Guatemala	People living with HIV-AIDS have access to an improved legal framework to exercise their human rights. **Indicator:** HIV/AIDS Act (Decree 27-2000) **Baseline:** HIV/AIDS Act (Decree 27-2000), outdated in view of the current national epidemic. **Target:** HIV/AIDS Act (Decree 27-2000) revised and submitted to the Congress. **Data source:** Project reports.
IRRF 1.2.1.A. Extent to which policy and institutional reforms increase access to social protection schemes targeting the poor and other at-risk groups, disaggregated by sex, rural and urban	MIDES	Populations living in poverty and extreme poverty conditions improve their livelihoods through social protection programmes.

Baseline: Scale 2. Policy and legislation **reforms have been planned** to increase access and target women not previously covered, particularly from the poor and other at-risk groups; **Target: Scale 4.** Policy and legislative **reforms have been approved** and implemented with some evidence that these will lead to increased access and improved targeting for women;		**Indicator:** No. of women who improve their livelihoods through conditioned cash transfers. **Baseline:**766,000 **Target:** 1,500,000 **Data source:** MIDES		

National priorities
Equitable and culturally, socially, ethnically and gender-sensitive justice and security

United Nations Development Assistance Framework outcome
Primary: Access to justice. Justice institutions increase the efficiency and effectiveness in case solving, within inclusion and equity levels.
Secondary I: Citizen security. Public security institutions adopt a civilian, preventive, democratic, and human rights-based approach to citizen security.
Secondary II: The state implements integral transitional justice mechanisms for victims of the internal armed conflict, in coordination with civil society and in accordance with international human rights standards

Related strategic plan outcome
Primary: Outcome 3. Countries have strengthened institutions to progressively deliver universal access to basic services.
Secondary: Outcome 2. Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance;

Indicator: Homicide rate per 100,000 inhabitants **Baseline (2013):** 34 **Target (2019):** 30	PNC	Public security institutions, in coordination with local authorities and civil society, have improved capacities to develop[35] inclusive and evidence-based citizen security policies to reduce violence.	MINGOB, MP, PNC, INACIF, OJ, INE, COPREDH, SEPAZ, PNR, PDH, MINEDUC, MICUDE	**Regular** $ **400,000.00**
Indicator: Number of violent deaths of women **Baseline:** 636 **Target** (**2019**): 550	PNC	**Indicator:** Percentage of evidenced-based public policy tools for citizen security, being applied.	FAFG and other civil society organizations	**Other** **$44,600,000.00**
Indicator: Rate of perceived insecurity in Guatemala. **Baseline:** 38.2% **Target:** 35%	Latin American Public Opinion Project (biannual)	**Baseline:** 0 **Target:** 3 **Data source:** MINGOB **Indicator:** No. of municipalities implementing policies on citizen security with preventive approach. **Baseline:** 0 **Target:** 15 **Data source:** MINGOB	CICIG, the World Bank, USAID, PBF, EU, AECID, Germany, Norway, Sweden, Switzerland UN-Women, OHCHR, UNESCO, UNICEF, UNFPA, UNODC	
Indicator: Impunity rate for life-threatening crimes. **Baseline (2013):** 93% **Target (2019)** 90%	SICOMP and CIDEJ. PNC reports	Justice institutions have improved capacities for integral assistance to victims, criminal investigations, and the administration of justice, particularly for women, in order to help reduce impunity levels.		
Indicator: Impunity rates for crimes against women. **Baseline (2013):** 98%	SICOMP CIDEJ			

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[35] It refers to the complete cycle of public policy: design, implementation, monitoring and evaluation.

Target (2019): 95%	PNC			
Indicator: Criminal investigation effectiveness rate for life-threatening crimes (Metropolitan Area) **Baseline:** 30% (2013) **Target (2019):** 40%	SICOMP.	**Indicator:** Percentage of individuals receiving integral assistance from the MP **Baseline:** 17,000 **Target:** 45,000 **Data source:** SICOMP		
Indicator: No. of convictions in violence against women cases. **Baseline:** 459 **Target (2019):** 1,000	CIDEJ Reports from the monitoring unit of specialized femicide justice (judiciary).	**Indicator:** No. of cases in courts specialized in femicide (OJ). **Baseline:** 2884 annually **Target:** 3800 annually **Data source:** Judiciary		
Indicator: No. of convictions in cases of gross human rights violation committed during the IAC, according to international human rights standards. **Baseline:** 10. **Target:** 18	OJ, MP Reports from civil society organizations (private plaintiffs) PAJUST reports Joint analysis to be developed by OJ and PAJUST	Victims of the internal armed conflict exercise their rights with respect to transitional justice and improve their livelihoods. **Indicator:** No. of victims of the internal armed conflict IAC who have access to reparations measures within the transitional justice framework. **Baseline:** 20,000 **Target:** 30,000 **Data source:** National Reparation Programme reports		
Indicator: No. of convictions in cases of sexual violence against women committed during the IAC, according to international human rights standards. **Baseline:** 0 **Target:** 3	OJ, MP Reports from civil society organizations (private plaintiffs) PAJUST reports Joint analysis to be developed by OJ and PAJUST	**Indicator:** No. of cases of gross human rights violations committed during the internal armed conflict investigated according to instructions and protocols **Baseline: 2013:** 19 **Target: 2019:** 30 **Data Source:** SICOMP		
Indicator: No. of deceased and/or missing persons during the internal armed conflict identified and whose remains have been returned. **Baseline:** 1,975 **Target:** 2,875	Reports from PAJUST, reports from the Forensic Anthropology Foundation of Guatemala, reports from civil society organizations (juridical-psychosocial). SEPAZ, COPREDEH	**Indicator:** No. of files dating to the internal armed conflict that are scanned, processed and made available to the public and to justice institutions by AHPN **Baseline:** 17,000,000 **Target:** 25,000.000 **Data Source:** AHPN annual reports.		

National priorities
Democratic governance; Strengthening state capacity to respond to development challenges.

United Nations Development Assistance Framework outcome

Indigenous people, mainly young and female, exercise active citizenship and effectively participate in development-related decision-making at the community, municipal, departmental and national levels.					
Related strategic plan outcome **Primary** **Outcome 2:** Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance. **Secondary** **Outcome 4:** Faster progress is achieved in reducing gender inequality and promoting women's empowerment.					
Indicator: Percentage of participation and representation of women and indigenous peoples in elected and appointed public positions. **Baseline (2001 elections):** 11.3% of members of Congress are women (18 out of 158) 1.89% of members of Congress are indigenous women (3 out of 158) 2% of Mayors are women (7 out of 334 municipalities) 0.3% of Mayors are indigenous women 8.5% of positions at local government level held by women (314 out of 3,770) 8.23% of members of Congress are indigenous women (13 out of 158).	TSE	Institutions that make up the Indigenous People and Cultural Diversity Cabinet improve their capacity to perform their functions within a framework of broader participation and representation of indigenous people. **Indicator:** No. of reforms made by state institutions that increase indigenous people's participation and representation rates. **Baseline:** 4 **Target:** 7 **Data source:** Legislative Branch	MEM, MARN, MINGOB, PDH, TSE, Legislative Branch, Indigenous People's Cabinet Civil society organizations, indigenous people's organizations, political parties, private sector OHCHR, UN-Women, UNICEF, EU, GIZ, IDB, NDI and NIMD.	**Regular** $ **1,205,000.00** **Other** $ **8,795,000.00**	
Indicator: Percentage of indigenous organizations and communities, in prioritized municipalities, that are aware of and exercise their rights, particularly the right to participate in decision-making activities and public policies of their concern. **Baseline:** To be established in 37 of the prioritized municipalities, in 7 areas ('mancomunidades'), for the national rural development policy. **Target:** 40%	Reports of indigenous organizations and of the President of the Republic Cabinet secretariat, Integral Rural Development Mayan programme	Mainly young men and women, leaders of organizations and indigenous people's authorities have improved knowledge and skills to fully exercise their rights and to participate in social and political life. **Indicator:** Percentage of indigenous female candidates appointed to public positions, who have participated in UNDP training programme **Baseline:** 0% **Target:** 10% **Data source**: Project reports. **Indicator:** Percentage of indigenous candidates appointed to public positions who have participated in UNDP training programme. **Baseline:** 0% **Target:** 10% **Data source:** Project reports. Guatemalan society participates in dialogue processes to manage social conflicts, with a focus on human rights.			

		Indicator: Level of progress in dialogue processes. **Baseline:** Level 0 **Target:** Level 4[36]. **Data Source**: Project reports. **Indicator:** No. of knowledge products on conflicts, inequalities and youth. **Baseline:** 0 **Target:** 12 **Data Source:** NHDR and annual report of the 'Building Democratic Governance and Sustainable Peace' project in Guatemala.		

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[36] Levels of progress in dialogue processes: *level 1*: Platform to engage civil society and state institutions established; *level 2:* Capacity strengthened to manage social conflicts in development issues; *Level 3:* Effective thematic dialogue processes to manage social conflicts; *level 4:* Agreements between civil society and state institutions; *level 5:* Agreements implemented.

Abbreviations used in annex table

AECID – Spanish Agency for International Development Cooperation
AGEXPORT – Guatemala Exporters Association
AHPN – Historical Archive of the National Police
BCIE – Central American Bank for Economic Integration
BIOFIN – Biodiversity Finance Initiative
CENTRARSE – Guatemalan Centre for Corporate Social Responsibility
CGIG –
CIDEJ – Information and Development Judicial Statistics Centre
CONAP – National Council for Protected Areas
CONRED – National Coordination for Disaster Reduction
COPREDH – President's Human Rights Commission
ENCOVI – National survey on living conditions
EU – European Union
FAFG – Forensic Anthropology Foundation of Guatemala
FAO – Food and Agriculture Organization
FUNDESA – Foundation for the Development of Guatemala
GEF – Global Environment Facility
GIZ – German Development Aid Agency
HCHR – United Nations High Commissioner for Human Rights
IAC – Internal Armed Conflict
IDB – International Development Bank
ILO – International Labour Organization
INAB – National Forest Institute
INACIF – National Institute of Forensic Sciences
INE – National Statistics Institute
IRRF – Integrated results and resources framework
MAGA – Ministry of Agriculture, Livestock and Food
MARN – Ministry of Environment and Natural Resources
MEM – Ministry of Energy and Mines
MICUDE – Ministry of Culture and Sports

MIDES – Social Development Ministry
MINECO – Ministry of Economy
MINEDUC – Ministry of Education
MINGOB – Ministry of Government
MINTRAB – Ministry of Labour and Social Welfare
MOE –Ministry of Education
MOH (MSPAS) – Ministry of Public Health and Social Assistance
MP – Public Prosecutor's Office
NDI – National Democratic Institute
NIMD – Netherlands Institute for Multiparty Democracy
NHDR – National human development report
OJ – judiciary
PAHO – Pan American Health Organization
PBF – Peacebuilding Fund
PDH – Joint communities, municipalities, human rights organizations
PEI – Institutional Education Project
PNC – National Civilian Police
PNR – National Compensation Programme
PNS – National Programme for the Prevention and Control of HIV/AIDS and Sexually Transmitted Infections
SEGEPLAN – Office of Planning and Programming
SEPAZ – Office of Peace
SICOMP – The Public Ministry computer system for case management control
TSE – Supreme Electoral Tribunal
UNEP – United Nations Environment Programme
UNESCO – United Nations Educational, Scientific and Cultural Organization
UNICEF – United Nations Children's Fund
UNODC – United Nations Office on Drugs and Crime
WHO – World Health Organization

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