

USAID/Guatemala

Gender Analysis for USAID's Citizen Security Development Objective

In response to agency guidelines regarding gender analysis as well as guidance received from the Office of Gender Equality and Women Empowerment, the Community Strengthening Project Design Team generated a series of questions to identify gender gaps related to citizen security. Based on the potential gaps, the design team gathered the relevant information about gender-based constraints and opportunities across three critical areas of citizen security: violence and crime, resilience to violence, and access to and interaction with the justice system. Data was collected during January and February 2013 from published reports and from key informant interviews held in Guatemala City during February 2013. A full list of key informants is attached at the end of this document. The following analysis describes the relevant gender gaps and identifies programmatic responses to those gaps critical to achieving the Community Strengthening Project's objective.

I. Violence and Crime

1. *How does violence affect women and men differently as victims?*

Gender-based violence (GBV) both reflects and reinforces inequities between men and women and compromises the health, dignity, security and autonomy of its victims. It encompasses a wide range of human rights violations, including sexual abuse of children, rape, domestic violence, sexual assault and harassment, trafficking of women and girls, targeting LGBT for assault and rape, and several harmful traditional practices. Any one of these abuses can leave deep psychological scars, damage the individual's health of in general, including their reproductive and sexual health, and in some instances, may results in the death of the victim. According to the United Nations Population Fund (UNFPA), gender-based violence is the most pervasive yet least recognized human rights abuse in the world¹.

Women and men are affected differently by crime and violence in Guatemala. Figure 1 below shows the distribution of crimes by sex. As can be seen, men make up the majority of the victims of most crimes, particularly robbery and assault. However, women make up the overwhelming majority of victims of domestic violence and rape. Data are not available by sexual orientation, as police record the victim's sex according to his/her identity card only and not according to sexual orientation. Machismo, economic inequality between men and women, and the role of culture in perpetuating the cycle of violence are key factors that contribute to GBV, including domestic violence and femicide, in Guatemala. Unfortunately in Guatemala, in general, physical abuse is widely considered an appropriate way for a man to discipline his wife, lover or other female relation, as well as for parents to discipline their children. Homophobia is common and used as a justification for violence against LGBT. And key informants reported that the low regard for women's and girls' lives also is reflected in gang-related femicide in Guatemala City, where gang members may "punish" a rival by murdering his girlfriend, sister or mother.

¹ UNFPA, Gender Equality.

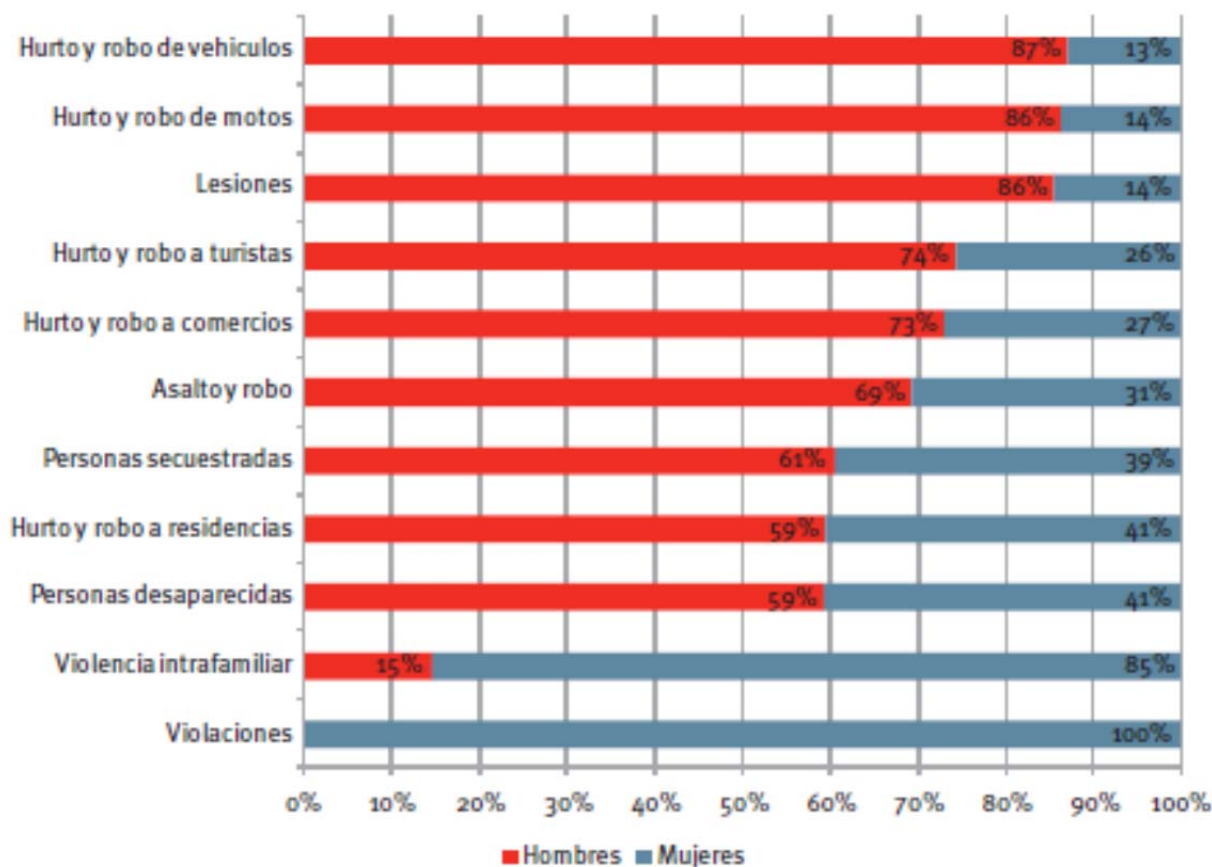


Figure 1: Distribution of Crime Victimization by Sex. Source: Restrepo and Tobon Garcia, page 60.

Guatemala and its neighbors in the Northern Triangle are known for extremely high homicide rates. Table 1, below, shows the total homicide rate, and the rates for men and women. The table demonstrates that over the past six years, there have been approximately 8.5 male homicide victims for every one female victim. However, as homicide rates have declined over the past four years, the rate of decline of homicides of women has been slightly lower than for that of men.

Year	Homicide Rate (per 100,000)			Ratio
	Total	Men	Women	
2012	34	62	7	8.42
2011	39	70	8	8.38
2010	41	75	9	8.33
2009	46	85	10	8.50
2008	46	84	10	8.40
2007	43	80	9	8.89

Table 1: Homicide Rate by Sex. Source: CABI

A report² on homicides of women in the department of Guatemala (data estimated to be from 2007-2008) put forth the following estimates regarding the proportion of homicides related to different causes:

- 28% related to a criminal action, such as robbery or assault
- 25% were related to the woman's relationships, including domestic violence, jealousy or disputes within a relationship over money or other issues
- 21% were circumstantial, the woman was not an intended target of crime or murder
- 18% were related to *maras* (the perpetrator was claimed to be a gang member)

Key informants consulted during February 2013 reported that, in Guatemala City, approximately half of the violent deaths of women are related to gang/cartel activity, while the other half are due to intra-familial violence (also known as domestic violence). They noted that women are increasingly exposed to violence by virtue of more of them having relationships with gang members and cartel members (and even corrupt police), who can be considered "high-risk partners." In rural areas, however, the vast majority of femicides are due to intra-familial violence with no relation to gangs/cartels. Throughout the country, guns are the weapon of choice for killing women: 54 of the 75 women murdered during January 2013 were killed with a firearm.

Guatemala has one of the highest female murder rates in the world. From 2000 to 2010, 5,200 women were killed in Guatemala, according to police figures. According to information from the Presidential Commission against Racism, 705 Guatemalan women lost their lives to gender-related violence in 2011, up from 675 deaths in 2010.³ During 2012, the number of women killed dropped to 668. The majority of the victims are young, poor women between the ages of thirteen and thirty. While most of the murdered men in Guatemala were killed "with no intimate physical contact between the victim and the perpetrator," the majority of murders of women were marked by rape, torture, and mutilation. According to Angélica González of Guatemala's Network to Oppose Violence Against Women, "sexual aggression, the mutilation of body parts like breasts, torture, and the dumping of victims in empty lots."

Out of those 5,200 murders, Guatemalan courts have only produced 30 sentences, including both convictions and acquittals.⁴ While impunity prevails across the majority of crimes in Guatemala, gender bias and acceptance of violence against women as the norm characterizes impunity in the specifics of cases of violence against women.⁵

² El Centro de Análisis Forense y Ciencias Aplicadas. *Análisis Criminalístico de los Homicidios de Mujeres en Guatemala*. (no date, estimated 2007 or 2008).

³ <http://www.ipsnews.net/2012/01/guatemala-heeds-the-cries-of-femicide-victims/>

⁴ "For Women's Right to Live Program," Guatemala Human Rights Commission-USA.

⁵ Musalo, Karen, Elisabeth Pellegrin, and S. Shawn Roberts. "Crime Without Punishment: Violence Against Women in Guatemala." *Hastings Womens Law Journal*. April 19, 2010.

Reporting indicates that much of Guatemala's violence today can be attributed to drug trafficking, gang violence, and general street violence that occurs in a culture of impunity.⁶ In regards to violence against women, femicide is a perfect storm that is unfolding from specific military strategies used against women and children that reached genocidal proportions during Guatemala's civil war combined with the culture of impunity that has developed over the course of Guatemalan history.⁷ Additionally, a 2007 report done by PUND, Guatemala's Program on Citizens Security and Prevention of Violence, argues that violence against women exists for two reasons: social exclusion and the lack of application of the existing laws. The report also argues that both of these issues are related because inequality and poverty only increases social exclusion.⁸

In more general terms, analysts agree on numerous factors underlying the violent deaths of women over the past decade⁹:

- Legacy of violence from internal armed conflict
- Patriarchal and *machista* culture which enforces gender inequality and acceptance of gender-based violence
- Social, cultural and religious beliefs that preserve and perpetuate domestic violence as they are passed from fathers and mothers, but especially mothers, to children
- Pervasive impunity of those committing crimes against women, reflecting in part the lax approach that police generally take to investigating crimes against women, in the absence of public pressure to do so in any particular case
- Proliferation of gangs and organized criminal actors

Additionally, porous borders, widespread poverty and discrimination, and organized crime's increasing penetration into the political, judicial, and security spheres all generate a climate conducive to human trafficking. The chief victims are children, adolescents, women, and migrants trafficked for the purposes of sexual exploitation, forced labor, and illegal adoption. The low value assigned to women's and girls' lives is considered a significant factor contributing to the various forms of violence they face.

Gender Gap? Yes. Men are clearly the principle victims of homicide as well as robbery and assault. However, women make up the overwhelming majority of victims of domestic violence, rape and human trafficking. The general decline in homicides over the past several years has lowered the murder rate for both men and women approximately equally. Men's higher risk for violence partially reflects their higher rate of involvement in criminal activity (gangs/narcotrafficking) and subsequent exposure to violent situations, whereas women are more likely to be victims because they have been targeted for the crime.

⁶ "2011 Global Study on Homicide," United Nations Office on Drugs and Crime, 2011.

http://www.unodc.org/documents/data-and-analysis/statistics/Homicide/Globa_study_on_homicide_2011_web.pdf.

⁷ http://www.monitor.upeace.org/innerpg.cfm?id_article=893

⁸ Secretaria Presidencial de la Mujer, Op. Cit., No page numbers

⁹ Musalo, Karen; Pellegrin, Elisabeth; Roberts, S. Shawn. *Crimes without Punishment: Violence against Women in Guatemala*. Hastings Women's Law Journal. 2010.

Relevant to PAD? Yes. Gender-based violence and human trafficking disproportionately affects women and girls.

Potential Program Responses:

- Integrate GBV prevention into Community Resilience programs. Support GBV prevention programs among youth --starting with schoolchildren and extending to out-of-school youth at risk of joining gangs/organized crime-- to change the norm that intra-familiar and gender-based violence is acceptable, “normal” behavior, to reduce the prevalence of “machismo” and associated low valuation of women, and to promote healthy, non-violent sexual relationships and respect for women and girls.
- Continue efforts to educate the population about the Law on Femicide and Trafficking in Persons. In addition, the Law on Social Communication (2002) requires the Presidency to undertake programs that promote respect for human beings, which provides an additional opportunity to link violence/GBV prevention programs with the legal framework.
- Promote policy and programming that increases legal and psychosocial services for victims of violence, including women and children and LGBT who have left violent homes. While there are a limited number of shelters, many of these have restrictions that exclude boys from accompanying their mothers and sisters into the shelter, leaving the boys alone on the street at night.
- Promote policy and programming that expands economic opportunities/support for individuals who have left violent homes. Indigenous women, youth and LGBT in particular may have few resources and few skills and find themselves drawn into sex work for lack of other ways to support themselves and any dependents. DEMI provides some of these support services to indigenous women who have left abusive situations, but they are limited by a lack of funds.
- Investigate potential collaboration with SVET (Secretaria Contra la Violencia y Trata) to help implement new regulations that accompany the law on trafficking – including monitoring trafficking patterns at the local level, establishing department-level offices on trafficking and networks of civil society and local authorities to monitor the implementation of the law.

2. *What are the differences between men and women as violence and crime perpetrators?*

Men are the perpetrators of the vast majority of violent and criminal acts in Guatemala. A survey carried out in Guatemala City between 2004 and 2007 found that crime victims identified men as perpetrators of between 74.6% and 77.9% of crimes (women between 3.6% and 5.4%, the balance both sexes or unidentified)¹⁰. A 2012 survey found that 94% of crime victims reported the perpetrator to be male¹¹.

a. What are women’s roles in crime organizations?

¹⁰ UNDP. *Informe Estadístico de la Violencia en Guatemala. 2006.*

¹¹ Restrepo, Jorge and Alonso Tobon Garcia (Eds.). *Guatemala en la Encrucijada: Panorama de una Violencia Transformada.* Small Arms Survey/Conflict Analysis Resource Center. 2012.

Gang membership is overwhelmingly male. However, there are women who are affiliated with gangs and some few who become members. Female gang members actively participate in the criminal activity of such groups, though in most cases men dominate leadership positions and decision-making¹². They are particularly involved in actions that must not arouse suspicion, such as hiding weapons, tracking victims, and gathering and passing information. A report from *Prensa Libre* in October 2012 highlighted the key role that women play in gang-related extortion in Guatemala, carrying out recruitment and gathering intelligence on victims, with the advantage that they are less likely to attract the attention of the police. According to the newspaper, of the 532 people arrested between January and October 2012 by the Special Anti-Extortion Task Force, 150 were women.¹³ Interior Minister Mauricio Lopez Bonilla noted that women are often drawn into the extortion gangs because of family or romantic ties with male members

Nevertheless, women in gangs are still subject to threats and actions of sexual violence and are generally treated as objects and possessions of male gang members. Women who do leave gangs face significant challenges in reintegrating with society, and generally find a lack of support from society and public institutions, although some find assistance through church membership.

Gender Gap? Yes. Men are clearly the perpetrators of the vast majority of criminal and violent acts. Women, however, have specific and subservient roles in *maras* and *pandillas* and are involved in the criminal activities and violence of these groups.

Relevant to PAD? No (outside of manageable interest)

Potential Program Responses: N/A

3. What are the different impacts of violence and crime on men and women?

Key informants reported that the biggest impact of the rising, generalized violence in the Guatemala City area is stress. For women, the stress and fear has led them to restrict their movements after sundown, reducing their involvement in social and community activities that otherwise would have engaged them in the evenings. Key informants did not comment on this issue for men, but it is reasonable to assume that men also feel increased stress from the increased insecurity in their environment.

a. What are the differences between men and women in perception of insecurity/fear?

Table 2 below demonstrates that women feel slightly less secure than men in their communities. However, both men and women are equally pessimistic about their future security, with nearly half believing it will decline over the next five years

Feeling of Security			Expectation of Security in five Years		
	Men	Women		Men	Women

¹² Aguilar-Umana, Isabel and Jeanne Rikkars. *Violent Women and Violence against Women Gender Relations in the Maras and other Street Gangs of Central America's Northern Triangle Region*. Interpeace. 2012.

¹³ <http://www.insightcrime.org/news-briefs/women-role-guatemala-extortion>

Very secure	25.9%	22.6%	More Secure	46.6%	47.8%
Secure	43.4%	44.2%	No Change	45.2%	43.3%
Insecure	23.2%	22.8%	Less Secure	7.4%	7.3%
Very Insecure	7.2%	9.3%			

Table 2: Perception of Insecurity. Source: LAPOP, 2012

b. What are the impacts of intra-familial violence?

Domestic violence is a widespread problem in Guatemala. According to the 2012 National Maternal and Child Health Survey, approximately a quarter of Guatemalan women of reproductive age had been the victims of domestic violence over the past 12 months. The UNDP Guatemala Human Development Report 2009/2010 notes that 45% of women of reproductive age reported experiencing domestic violence at some point in their life, with rates for urban residents and ladina women being higher than those of rural residents and indigenous women.

Another report¹⁴ on domestic violence, with data from 2008-2009, demonstrates somewhat lower incidences of intra-familial violence for women ages 15-49 who had ever been married or cohabitating: 7.8% reported experiencing domestic violence during past 12 months and 24.5% in their lifetime; nearly 75% of those reporting violence had experienced severe violence¹⁵. The same report stated that the two most influential triggers in domestic violence were partners' alcohol or drug use and partner jealousy. Other relevant factors were women complaining or disobeying partner, refusal to have sex, and money problems (especially lack of food in house and partners' unemployment).

Guatemalan society contributes to domestic violence by not taking it seriously enough and by treating it as expected, normal, and/or deserved. For example, society perpetuates domestic abuse when:

- A community fails to denounce domestic abusers
- The church or counselors view domestic violence as a relationship challenge that can be improved with time and effort, rather than a crime being perpetrated
- Society blames abuse victims or expects that abuse is a normal part of marriage or domestic partnerships
- Gender-role socialization and stereotypes tolerate abusive behavior by men

Despite the increasing number of complaints regarding violence against women received by the Public Prosecutor's Office, the National Plan for the Prevention of Domestic Violence and Violence against Women (PANOVII) has not been fully implemented, as public funding for prevention and attention to victims is insufficient. In this regard, the limited number of care centers that provide survivors of violence can assist only a minimum number of victims, leaving

¹⁴ Pan American Health Organization and Center for Disease Control. *Violence against Women in Latin America and the Caribbean*. 2012.

¹⁵ Severe violence includes striking with fist or object, kicking or dragging, choking, threatening or wounding with a weapon.

many women, especially in rural areas, with no support. Indicative of the Guatemalan government's failure to prioritize gender-based violence was the closure of the Unit for the Defense of Indigenous Women in the department with the highest incidence of violence in August 2011, due to lack of funding.¹⁶

Intra-familial violence has numerous impacts. The most obvious is physical injury to the victim. One study found that of women reporting domestic violence, approximately 8% reported severe injury as a result¹⁷. In the most extreme circumstances, domestic violence leads to the death of the victim. As noted above, a quarter of homicides of women in the department of Guatemala were related to the victim's relationship.

Other serious impacts of intra-familial violence are psychological and emotional. Over half of women who reported that they had experienced domestic violence over the last 12 months claimed to have felt high levels of depression and anxiety and over a quarter had contemplated or attempted suicide¹⁸. Nearly 40% of women experiencing domestic violence over the past 12 months reported not having told anyone or sought help from any institution, generally due to a lack of persons they could trust or shame.

A recent report by UNICEF¹⁹ notes that experiencing domestic violence (not necessarily as victims) can have serious detrimental impacts on children. Among the detrimental results are higher risk of learning and personality problems, greater likelihood of substance abuse later on in life, violent and risky behavior, and continuing the cycle of domestic violence as adults. As discussed below, exposure to domestic violence can also be a factor leading young people of both sexes to become involved in gang activity.

Finally, domestic violence is very much related to prevailing cultural norms about gender relations. In Guatemala, nearly 2/3 of women agreed that a wife should obey her husband even if she does not agree with him and over a quarter believed the wives are obligated to have sex with their husbands even if they don't want to²⁰. Clearly, many Guatemalan women hold conservative attitudes about gender norms and roles, which contribute to a culture more accepting of domestic violence.

Key informants noted that local school children (in Guatemala City) increasingly are asking for skills workshops/training on conflict resolution and management, to help them handle intra-familial violence in their own home or that of a friend.

Gender Gap? Yes. While men have a higher expectation of being the victim of a crime (and make up the majority of crime victims), women generally feel more insecure than men. Women in Guatemala are extremely vulnerable to domestic violence (85% of the victims of intra-family violence are women), and a significant share of homicides of women are related to violent

¹⁶ Freedom House Countries at the Crossroads, 2012.

¹⁷ Pan American Health Organization and Center for Disease Control. *Violence against Women in Latin America and the Caribbean*. 2012.

¹⁸ Ibid.

¹⁹ UNICEF. *Behind Closed Doors: The Impact of Domestic Violence on Children*. 2006.

²⁰ Pan American Health Organization and Center for Disease Control. *Violence against Women in Latin America and the Caribbean*. 2012.

relationships. Children of both sexes are demonstrably affected by the presence of domestic violence in their homes and are likely to repeat cycles of violence as adults.

Relevant to PAD? Yes – need to focus on preventing GBV, including domestic/intra-familial violence.

Potential Program Responses:

- Educate the next generation of Guatemalans – norm change is easiest to accomplish with young children and adolescents.
- Use mass media to demonstrate that there are repercussions/punishment for perpetrators of GBV, including domestic/intra-familial violence (i.e., widely publicize cases that get prosecuted).
- Integrate attention to NINIs (not in school, not employed youth of both sexes) and young single mothers in community-level programs, as they are especially vulnerable to abusive/high risk situations.
- Pilot test programs for youth on conflict resolution and management, to give them some basic skills to deal with violence in the home, in relationships and in schools/other settings.
- Integrate GBV prevention strategies into community policing training curriculum. Work with police training academy to change the mentality of new investigators/detectives, so they take GBV and domestic violence seriously and do a thorough, unbiased investigation that protects the victim and potential witnesses.
- Promote policy and programming that increases legal and psychosocial services for victims of violence, including women and children and LGBT who have left violent homes. While there are a limited number of shelters, many of these have restrictions that exclude boys from accompanying their mothers and sisters into the shelter, leaving the boys alone on the street at night.
- Promote policy and programming that expands economic opportunities/support for individuals who have left violent homes. Indigenous women, youth and LGBT in particular may have few resources and few skills and find themselves drawn into sex work for lack of other ways to support themselves and any dependents. DEMI provides some of these support services to indigenous women who have left abusive situations, but they are limited by a lack of funds.
- Collaborate with the PNC's program, "Territorios Libre de Violencia" which promote violence prevention using a peer counseling approach and identifying local men who are willing to speak out against violence in their community.

4. *How does violence affect Lesbian, Gay, Bisexual, and Transgender (LGBT) community differently?*

The LGBT community is particularly vulnerable in Guatemala and subject to discrimination and violence because of their sexual orientation or gender identity. A 2012 report by the Myrna Mack Foundation identifies at least 35 cases of individuals murdered because of their sexual orientation or gender identity between 1996 and 2006. The report notes that members of the LGBT community accuse officers of the PNC of perpetrating many of the acts of

violence against this population, and that there has been very little effort by the state to protect the rights, and bodily integrity, of LGBT individuals.

There are continuous reports from local institutions formed by LGBT on physical aggressions against their community both within their family and outside their family circle. Perpetrators vary from those acting alone to groups of three to five men, as well as PNC officers as indicated above. Aggressions usually include beatings, kicking and in some cases, gunshot wounds, and knife cuts. Transgender attacks often ends with death. The Government of Guatemala does not have an effective system to prevent violence against, monitor violence episodes against, and effectively prosecute crimes committed against LGBT. Cities with high levels of trade and tourism are particularly affected by this type of violence including Guatemala, Quetzaltenango, Cobán, Mazatenango, Escuintla, Puerto Barrios, Coatepeque.

Since 2007, 29 violent hate crimes against homosexual and transgender individuals have been reported, including 13 murders in which the corpses were also mutilated. However, the real numbers are undoubtedly much higher, as members of the gay, lesbian, and transgender communities avoid reporting crimes and generally live in the shadows, fearful for their own safety at the hands of a homophobic police force.²¹

The Organización Trans Reinas de la Noche (OTRANS), Red Latinoamericana y del Caribe de Personas Trans (RED LACTRANS), the International Gay and Lesbian Human Rights Committee (IGLHRC), the Heartland Alliance for Human Needs and Human Rights, and the George Washington University Law School International Human Rights Clinic submitted a shadow report to the UNHRC in March 2012 on the human rights violations of the LGBT community in Guatemala.²² The report delves into certain breaches of the International Covenant on Civil and Political Rights:

- Individuals in Guatemala are subject to discrimination on the basis of their sexual orientation and/or gender identity by both State and non-State actors, including in access to healthcare and education services.
- Though inadequate reporting makes exact numbers uncertain, it is clear that there are persistent violations of the right to life of LGBT persons in Guatemala on the basis of their sexual orientation and/or gender identity. Transgender women may be particularly at risk. In some instances, the State has been responsible for the extrajudicial killings of LGBT individuals.
- The Guatemalan State fails to adequately prevent, to investigate and/or to prosecute incidents of gender-based violence and killings, including against LGBT individuals.
- LGBT persons suffer cruel, inhuman and degrading treatment, including a constant threat of violence that amounts to torture, forced disappearances, sexual violence in detention centers and non-consensual medical testing.

²¹ Freedom House Countries at the Crossroads, 2012

²² <http://www.iglhrc.org/cgi-bin/iowa/article/publications/reportsandpublications/1511.html>

- LGBT people in Guatemala are denied the right to a fair trial. Judges may refuse to hear controversial cases concerning rights violations based on sexual orientation and gender identity because they fear public reprisal.
- The Guatemalan State refuses to recognize the gender identity of transgender persons. By denying transgender individuals appropriate identity documents, the State withholds from them the status of legal personhood.
- Human rights defenders who advocate for the rights of LGBT persons in Guatemala are subject to threats, harassment, abuse, and, in extreme cases, physical violence by both state and non-state actors.
- Guatemalan law violates the rights of existing LGBT families and prevents other LGBT persons from founding a family because of their sexual orientation and/or gender identity

Gender Gap? Yes. The LGBT community is highly vulnerable and specifically targeted for violence, including murder.

Relevant to PAD? Yes. Violence against LGBT persons is disproportionate to their share of the population, reflects stigma and discrimination based on sexual orientation and gender, exposes them to constant feeling of personal insecurity, and requires a response from USAID.

Potential Project Responses:

- Programming to reduce discrimination against LGBT in the police and related institutions, including following the recent judicial decision to allow LGBT to dress/show up in court according to their gender identity (rather than what is shown as their sex on their identity card).
- Use LGBT trainers/facilitators to conduct sensitization training with police and justice sector officials, to help reduce stigma and discrimination by putting a human face on LGBT.
- Parallel efforts to encourage LGBT to report to the authorities any violence perpetrated against them, e.g., promoting links/building trust between LGBT organizations and PNC Office of Assistance to Victims, to encourage LGBT to report assaults, not just murders.
- Coordinate with USAID/Central America Program HIV project to identify areas of overlap with stigma and discrimination reduction programs targeting LGBT-specific violence.
- Collaborate with advocacy organizations dedicated to LGBT rights violations in Guatemala (e.g., OASIS)

5. What are the different risk factors for young men and young women?

Risk factors and motivations that lead to gang membership or affiliation for young women are similar to those of young men, and include²³:

Risk Factors

²³ Aguilar-Umana, Isabel and Jeanne Rikkers. *Violent Women and Violence against Women Gender Relations in the Maras and other Street Gangs of Central America's Northern Triangle Region*. Interpeace. 2012.

- Poverty, particularly high economic and social inequality
- Sexual violence
- Child abuse
- Dropping out of school
- Unemployment
- Drug use
- Exposure to violence

Motivation Factors

- Need to feel inclusion and belonging
- Need for protection and affection
- Need for money
- Desire for recognition
- And especially, desire to escape negative family environment
- Also, relationship with a current gang member

The absence of a stable male role model in many families has created identity problems for young men and boys. Gangs, with their emphasis on tough masculinity, male bonding, and macho values, in essence has taken the place of fathers in providing a model of male identity for boys raised primarily by women. In addition, low salaries in Guatemala often force both parents to work in order to meet their family's basic needs, leaving children and women without parental supervision for numerous hours each day. The absence of strong and positive ties within the family increases the vulnerability of youth to gang recruitment.

Finally, experts from USAID's Violence Prevention Project (VPP) emphasized that women and girls often have less access to resources, services and decision-making, and that they have a high degree of vulnerability, particularly to sexual abuse. The children of both sexes are also highly vulnerable and at risk of abuse.

Gender Gap? Yes. With the absence of a stable male role in many families, gang membership plays a role in learning and practicing the characteristics and attitudes of "manhood." In this context, *machismo* is promoted as the norm. Women and girls are at increased risk of violence, including sexual abuse, from men and boys who are gang members.

Relevant to PAD? Yes. Need to more carefully define "at risk" for young men compared to young women and develop interventions accordingly.

Potential Program Responses:

- Pilot test and/or adapt proven programs (Promundo's positive deviance program, Puntos de Encuentro/Nicaragua, Sonke Gender Justice programs, IMAGES survey, MENCare Campaign) to promote alternative concepts of masculinity among young men and boys (and their female partners) who are vulnerable to joining gangs.
- Support government interventions in high-risk communities that target children (in mixed sex groups) in primary school – victims are younger each year, and perpetrators are too.

For consistency and sustainability concerns, government is viewed as the best option to undertake this kind of work.

- Target interventions to young single mothers, who are highly vulnerable and whose children face high levels of risk.
- Integrate training and sensitization programs (using mixed sex groups) on healthy, non-violent relationships, reproductive rights and sexual education into youth livelihoods/youth community center interventions. Include training for young men on the violence against women law – to address low awareness of the law and what constitutes a violation of it.

II. Resilience to Violence

1. *What are the different roles of men and women in leadership and participation in the community?*

A study²⁴ of women's participation in local groups and organizations found that the poorest women in communities face barriers to involvement. Groups tend to ignore such women and the women themselves expect fewer benefits from participation, and thus opt for non-involvement. The investigation also found that working women face real time constraints that often preclude group membership. Finally, the study reported that prior experiences with participation and formal or informal membership in other groups or organizations made women more likely to participate.

Table 3 shows that women are both somewhat less likely to be involved in community improvement efforts and demonstrate somewhat less trust in their neighbors than men.

Trust in Neighbors			Contributed to Community Improvement		
	Men	Women		Men	Women
Very Trustworthy	29.3%	22.7%	Once a week	6.2%	4.0%
Somewhat Trustworthy	41.7%	39.7%	1-2 times per month	22.2%	15.7%
Little Trustworthy	22.7%	29.5%	1-2 times per year	17.9%	14.1%
Not Trustworthy	5.4%	7.2%	Never	50.6%	63.5%

Table 3: Community Involvement. Source: LAPOP, 2012

Interviews with key informants in one low-income urban area in Villa Nueva found significant participation by women in community organizations and leadership, including a local organization of women devoted to advancing women's leadership and participation in the community. Women who did not work or worked locally in the community had more time and opportunity to participate in community organizations and leadership. However, the study found that men were overrepresented in leadership positions.

²⁴ Weinberger, Katinka and Johannes Jutting. *Women's Participation in Local Organizations: Conditions and Constraints*. World Development 29(8). 2001.

- Experts from USAID's VPP note that women's leadership and participation varies with the context of each locality. In some communities, few women participate meaningfully in community actions and decision-making, in others there is more equity. In a few communities, women play the predominant role. They note that formal membership in a community organization or attendance in a meeting does not signify active participation or influence on decision-making. Finally, the experts noted that some local governments are actively promoting women's participation, but in some cases the motivation for doing so may be political. The Vital Voice/AGEXPORT baseline study²⁵ found that women devoted slightly more time each month to community participation: men spent 2.8 hours, women 3.2 hours. Overall, women participate in civic/social/economic groups less than men, but the biggest gap appears to be in rates of participation on leadership committees (boards of directors). Participation rates (of respondents in the Vital Voices survey): 48% of men, 31% of women participate in community groups.²⁶
 - In board of directors: 21% of men, 8% of women
 - In associations: 15% of men, 14% of women
 - In committees: 6% of men, 5% of women
 - In COCODES/COMUDES: 5% of men, 3% of women

Key Informants report (for interventions in the Western Highlands) that even in situations where similar numbers of women and men are participating, women often attend only because project officials said women must come to the meetings, so their husbands make them attend. Rarely do they participate actively in these activities in mixed sex groups – men dominate decisions in groups, including producer associations. There are very few women-only groups; married women follow custom and defer to husbands, do not often see themselves as capable of such activities.

Exceptions to this trend included widows and women heads of households, as they become association members in their own right, even end up on COCODEs, become role models for others. Sometimes a male migrant returning to community and association will be a positive role model, more open to active participation of women in the public realm (not always the case, as some come home and want comfort of traditional machismo culture).

Finally, the reactions of men and women to violence often differ. In the case of the brutal slaying of two children in Tactic, Alta Verapaz, women of the community hid and called their husbands who then killed at least one of the suspects, burning and lynching him.

Key informants noted that young men and young women tend to participate in different kinds of community organizations, with young women participating more frequently in church

²⁵ Estudio línea base: Promoción de la Equidad de Género y Liderazgo Empresarial de la Mujer Rural en 45 Encadenamientos Empresariales de los Departamentos de Alta Verapaz, Chiquimula, Chimaltenango, Guatemala, Huehuetenango, Petén, Quetzaltenango, Quiché, Sacatepéquez, Sololá, San Marcos y Totonicapán: USAID, AGEXPORT, DANIDA y Voces Vitales. Programa de Acceso a Mercados Dinámicos para PYMES Rurales Convenio de Cooperación 520-A-00-05-00009-00.

²⁶ Ibid 2.

organizations (youth groups, other programs) while young men are most likely to participate in sports-related organizations.

Gender Gap? Yes, depending on context. Although women play active leadership and participation roles in some communities, in others they have less access to such opportunities. Women face specific obstacles to participation, but also are potentially more available to participate if the majority of men work outside the community.

Relevant to PAD? Yes – Project interventions will seek balanced participation and representation, and will facilitate the active involvement of under-represented groups, including women.

Potential Project Responses:

- Take advantage of church organization's access to young woman, to help get them engaged in community resilience programs. Similarly for young men, reach them through sports organizations to ensure they have a voice and participate in project activities.
- Seek out vocal women and encourage them to serve as role models on community groups. Collaborate with programs working to build young women's leadership skills (e.g., Population Council), to take advantage of the leaders they have already fostered and engage these in project activities.

2. *What are the differences between men's and women's perceptions of and relationship with police?*

Table 4 shows that men and women share the same distrust of the PNC as an institution as well as the police in their community, although men were somewhat more likely to believe that local police are involved in crime.

		Opinion of Police in community		
	Trust in PNC (0 = none; 7 = fully)	Police are involved in crime	Police protect community from crime	Neither or both
Men	3.1	59.5%	19.5%	15.0%
Women	3.1	55.5%	23.2%	13.1%

Table 4: Perceptions of police. Source: LAPOP, 2012

Key informants reported that men and women have similar low levels of confidence in the police and judicial system. See the police as corrupt – both women and men police officers.

Gender Gap? No. Both men and women share the same distrust of the PNC.

Relevant to PAD? No

Potential Program Responses: N/A

3. What are the experiences and role of female police officers?

According to VPP experts, teams involving both a male and a female police officer are more effective at community policing, due to the reluctance of many women to interact with male police officers. Additionally, women are more likely to report crimes to female officers, and female officers are more active in pursuing violence and crime against women than male officers. However, the experts reported extensive abuse and discrimination of women within the police force, though they noted the lack of documentation of these cases due to reluctance by female officers to make official complaints. Interviews with two female police officers revealed pervasive *machismo* in the institution. The officers reported that male colleagues saw them as weak and unfit for police work. The officers reported that the climate has improved somewhat over the past decade, but that female officers still face significant barriers to acceptance and respect by their male colleagues and society in general.

Key informants confirmed that barriers are significant for women police officers and reported that studies showing anything to the contrary are biased in their interpretation of the data. Informants pointed to lower wages for women officers, difficult workplace conditions (old facilities without separate quarters/bathrooms for women), particularly difficult conditions for pregnant officers. Corruption is seen as equal opportunity: women officers are just as vulnerable to corruption as men officers, as they all face the same poor conditions, accept corruption as routine and demonstrate lack of respect for human rights. Nevertheless, while the situation is bad for all police officers, it is compounded for many women officers because they often are single mothers, have children by multiple male partners (often fellow police officers) and are in poor financial situations. They often will have worse uniforms, no time for personal hygiene, etc. If they complain to their superiors, they are transferred out to a remote station where they typically are the only female officer and are away from their family for extended periods. Police work is a difficult job for women, but increasing numbers of women are joining the police force because they need the work, particularly single mothers.

Key informants discussed the lack of respect for women, a culture of acceptance of violence, particularly within state institutions. Drew parallels between “men with guns” in gangs/cartels and in police force – being part of any sort of institution, whether it is legal or illegal and involves guns, it usually is associated with some form of abuse of women as well, even against fellow police officers (women).

Gender Gap?: Yes. Women police officers are vital for effective policing, yet these officers face a very challenging work environment with significant discrimination, abuse, and fear to report.

Relevant to PAD?: Yes. Women police officers have been identified as more effective dealing with victims of assault and rape, as well as in community policing roles.

Potential Program Responses:

- Increase support for police career reform: with an increasing number of women joining the police force each year, they need to be assured of a career path that offers them equal opportunities to advance and to receive equal pay.
- Consider whether whistleblower programs for police force would offer partial solution to gender bias and discrimination in the workplace.
- Mandatory course at police academy on gender-based violence, respectful interactions, sexual harassment in the workplace, etcetera.
- Peer-to-peer programs/continuing education for existing police force, to address gender bias and discrimination, sexual harassment and violence against female police officers.

4. What are the different roles, perceptions and linkages to municipal government by men and women?

According to VPP experts, men often have more access to municipal governments. Most Municipal Development Councils (a public investment and planning system to identify and prioritize municipal problems and to create development plans and projects to resolve them) are made up of men and do not focus on women's issues. However, in a number of municipalities the mayor's wife is taking on a significant role in prioritizing women's issues. Most municipalities also have a municipal women's office, which serves as a space that women can access, although these offices lack decision-making influence in most municipal governments.

According to the table below, it is clear that although men and women demonstrate equal levels of trust in their municipal governments, men are significantly more likely to have made requests and petitions to municipal authorities and attended municipal government sessions.

	Made a Request to Municipal Authority	Attended Municipal Session	Petitioned Municipal Government	Trust in Municipal Government (0 = none; 7 = fully)
Men	25.5%	17.9%	18.6%	4.3
Women	19.7%	12.0%	9.8%	4.2

Table 5: Perceptions and linkages to municipal government. Source: LAPOP, 2012

Gender Gap? Yes, depending on the context. Men are more likely to have contact with the municipal government and be represented on municipal council. However, municipal women's offices and certain wives of mayors are playing a potentially important role in addressing women's issues at the municipal level.

Relevant to PAD? Yes – important to ensure that both men and women have input to and participate in community resilience programs, which are done in close coordination with municipal authorities and community representative councils (e.g. COCODEs).

Potential Program Responses:

- Strengthen capacity of municipal women's offices role in COMUDE as well as facilitation of the active participation of women in COCODEs and other community governing bodies and to accurately represent women's concerns.
- Work with church-based women's groups, where women may be more actively involved and/or more used to speaking out about their concerns.
- Encourage participation of youth leaders (of both sexes) in community resilience interventions, including creating spaces for them to interact with COCODEs and other municipal officials.

5. What are the roles and impacts of CSOs working on women's issues at the local level?

At the national level, women's organizations and movements are strong and well organized. They have worked to institute significant changes, including passing of key laws such as the Law Against Femicide and Other Forms of Violence Against Women, and establishing new state entities to address women's issues.

Some national women's organizations, such as the *Union Nacional de Mujeres Guatemaltecas (UNAMG)*, support local women's cooperatives working to advance women's issues at the community level. One example is the *Colectivo Nazaret*, a women's cooperative in Ciudad Peronia, Villa Nueva that is supported by UNAMG. The *Colectivo* holds monthly workshops on topics including health, political participation, women's rights, etc., and also promotes productive projects to increase women's earning capacity. Other organizations support victims of domestic violence with research, legal aid, shelter, and accompaniment including Fundación Sobrevivientes, Guatemala Group of Women (GGM), the Network of No Violence Against Women (REDNOVI), Human Rights Legal Action Center (CALDH) and the Women's Sector (*Sector de Mujeres*). There are also several organizations that work at the local level promoting active community participation in decision-making such as SERJUS (Social and Legal Services).

Key informants reported a lack of engagement on the part of civil society to monitor the implementation of the Femicide Law, pointing out the government has good intentions but without public pressure, there will never be enough programming to follow through. The protocol exists to protect women from such violence, but the implementation is lacking. Women's NGOs were identified as suffering from a lack of cohesion and strategic vision, getting easily distracted by the "donor flavor of the day" and adapting their programming to follow the funds, rather than strategically pursuing an objective over a sustained period of time. Key informants also suggested that many Municipal Offices of Women's Affairs too frequently focus on self-esteem or other theoretical issues and do not engage in practical needs like sensitizing authorities about the laws that exist to protect women.

Gender Gap? Yes. There is a network of national and local organizations working on women's issues in Guatemala. There is no equivalent working on men's issues.

Relevant to PAD? Yes. Given gap in influence of women in political and decision-making roles in Guatemala, working with and strengthening women's organizations is a critical way to get women's input to inform and advise on community interventions.

Potential Program Responses:

- Strengthen and link existing women's organizations. Encourage collaboration with young women's leadership training programs where they exist to foster cross-generational engagement which can encourage more rapid norm change (e.g., about participating).
- Strengthen capacity of municipal women's offices, in coordination with SEPREM.
- Work with youth organizations – explore possible link with CONJUVE's new departmental delegates, being deployed in March to the departments and charged initially with a political mapping/stakeholder analysis of youth organizations in each department

III. Access to and interaction with the justice system

1. What has the impact been of the new legislation on violence against women?

In 2008, Guatemala passed the new Law against Femicide and Other forms of Violence against Women. The Law to Prevent, Sanction, and Eradicate Domestic Violence (Decree 97-96) and the Law for the Dignity and Comprehensive Promotion of Women (Decree 7-99) proceeded and prepared the way for the Femicide Law. Prior to the passage of the Femicide Law, impunity was rampant in crimes against women. For example, only 20 sentences were handed down out of more than 2,500 murders of women, and 40% of those killings were never investigated²⁷. The 2010 UNDP Guatemalan Human Development Report cites statistics from the Guatemalan Judicial system that during the first two years of the implementation of the law, nearly 18,000 cases were registered, the vast majority for domestic violence.

Key informants report that although the law has resulted in more investigations of violence against women, these investigations may be cursory in nature, due to bias on the part of the investigating officer and/or unwillingness on the part of family members or other witnesses to identify or speak out against the perpetrator. They also reported that while criminal investigation rates have increased dramatically in the last 5-6 years, the rate of increase in crime has outpaced it, so there are not nearly enough investigators to handle the case load. Many cases are only lightly investigated because of lack of human resources. Further, for women with little income (or control over household income), as is the case for many rural, poor indigenous women, the fees required to proceed with a *denuncia* can be prohibitive and lead the women to drop the charge after the initial filing. Key informants also reported that some judges and police in remote areas of the country are not aware of the law, or not familiar at all with its contents, and do not necessarily consider violence against women, or consensual sex (even non-consensual sex) with an adolescent girl to be a crime. Additionally, there are reports of cases where women have taken advantage of the law to falsely accuse men of abuse (i.e, to get rid of a male partner they no longer wanted) – no information on whether these are isolated cases or not. General lack of knowledge of the law was cited as a factor that allowed its misuse. In 2009, the Guatemala's Law Against Sexual Exploitation and Human Trafficking was approved and has contributed to prosecution of human trafficking cases. Yet the new investigative units within the PNC and

²⁷ Beltran, Adriana and Laurie Freeman. *Hidden in Plain Sight: Violence against Women in Mexico and Guatemala*. Washington Office on Latin America. 2007.

Public Ministry dedicated to human trafficking are severely understaffed, with just eight specialized agents serving in the PNC and 16 in the Public Ministry. Of the 1,283 reported cases of human trafficking between 2000 and February 2010, only 116 resulted in the arrest and convictions of perpetrators, with 42 remaining behind bars.²⁸

Gender Gap? In spite of the law, access to justice for women victims of violence remains constrained in practice, by lack of awareness of the law and potentially by economic barriers to its application.

Relevant to PAD? Yes.

Potential Program Responses:

- Monitor the data on number of violence against women complaints filed versus those that actually continue to be pursued through the system. Investigate whether fees associated with filing and following through on a complaint are a barrier to access for women or girls – disaggregated if possible by age of complainant, rural/urban location, ethnicity, income status.
- Support the full implementation of the law by the GoG, by assisting with dissemination efforts by the GoG and in particular to raise awareness of the laws outside of the Guatemala City area.
- Increase efforts to sensitize and educate state actors (judges, police, others, including in rural areas) about women's and LGBT rights as human rights, and the law and penalties for GBV-related crimes and human trafficking -- to change the culture of acceptance of violence against women and LGBT.
- Expand the availability of the 24-hour courts throughout the country.
- Support training and deployment of additional criminal investigators to increase the chances of GBV cases being properly investigated.

2. *What differences are there in the investigation and prosecution of crimes against women and men?*

USAID Security and Justice Sector Reform Project (SJSRP) experts note that the new law led to an expansion of the justice-sector infrastructure to address violence against women. This includes special prosecutors and courts for crimes against women. Within the Prosecutor for Crimes against Life office, there is a special unit dedicated to femicides. Thus there are now resources dedicated exclusively to the investigation and prosecution of crimes against women, particularly gender-based violence.

The SJSRP experts pointed out the new 24-hour court that focuses on violence against women and trafficking that can serve as a model for integrated attention. However, the experts noted that the 24-hour court still has some deficiencies, including a lack of a justice of the peace, absence of some elements of victim's assistance, some conflicts in jurisdiction, and a shortage of

²⁸ FreedExpom House Countries at the Crossroads

capacity to handle the case load. The 24-hour courts need to be expanded and decentralized throughout the country in order to provide adequate coverage and services.

Despite improvements, impunity in cases of violence against women is still very high, 97-98%²⁹. Furthermore, table 6 demonstrates that both men and women have little trust that the justice system would work if they were the victim of a crime.

Confidence in Justice System		
	Men	Women
Much	13.1%	12.4%
Some	29.0%	31.7%
Little	34.4%	31.6%
None	22.6%	19.8%

Table 6: Confidence in Justice System. Source: LAPOP, 2012

Key informants report that although GBV crimes now are getting more high profile attention, have a legal framework, and special courts (although only in limited areas), investigations of intra-familial violence are often only cursory, due to bias on the part of the investigating officer and/or unwillingness on the part of family members or other witnesses to identify or speak out against the perpetrator. They also reported that while criminal investigation rates have increased dramatically in the last 5-6 years, the rate of increase in crime has outpaced it, so there are not nearly enough investigators to handle the case load. Many cases are only lightly investigated because of lack of human resources. Further, for women with little income (or control over household income), as is the case for many rural, poor indigenous women, the fees required to proceed with a *denuncia* can be prohibitive and lead the women to drop the charge after the initial filing. Key informants also reported that some judges and police in remote areas of the country are not aware of the law, or not familiar at all with its contents, and do not necessarily consider violence against women, or consensual sex (even non-consensual sex) with an adolescent girl to be a crime.

Key informants reported that little research has been done to thoroughly identify the nature and impact of gender bias in investigation and prosecution of crimes in Guatemala; whether that bias favors women or men seems to be mostly anecdotal (i.e., public pressure to investigate crimes against women, while most of victims of crime are men).

Gender Gap? Yes. There is now a justice infrastructure to specifically address violence against women. However, impunity in cases of violence against women and LGBT remains high.

Relevant to PAD? Yes.

Potential Program Responses:

- Expand availability of 24-hour courts throughout the country.

²⁹ Centro de Estudios de Guatemala, "*Situación en Seguridad y Derechos Humanos. Guatemala*", Power Point Presentation. September, 2012.

- Research to provide evidence on extent and impact of gender bias in investigation and prosecution of crimes (to determine whether men or women are unfairly favored in this regard)
- Support sensitization and training programs to educate state actors (judges, police, others, including in rural areas) about women's and LGBT rights as human rights, the law and penalties for GBV-related crimes, to change the culture of acceptance of violence against women and LGBT.
- Encourage responsible journalism, training for journalists on how to report/cover violence, free from gender bias
- Promote increased reporting of crimes and the availability of shelters for those victims needing protection in the aftermath of violence.

3. What differences are there in the victims assistance services offered to women and men?

Assistance to victims is provided by the Public Ministry Office of Attention to Victims as well as a network of state and civil society institutions, 50 separate networks involving over 300 entities, providing a variety of services to victims across the country. The Office of Free Legal Assistance has provided services to over 70,000 individuals since its opening in 2008³⁰.

The vast majority of users of victim's assistance services are women. According to an evaluation of USAID's recent Project against Violence and Impunity, assistance for victims has remaining deficits:

- There are only five shelters for victims of violence in the entire country; they are run by an NGO
- Legal assistance is still limited
- Government support is limited, most services provided by NGOs

Key informants at the National Police reported that all persons, regardless of age, sex or sexual orientation, are welcomed at the Office of Attention to Victims and their complaints are handled exactly the same way. They have both male and female police officers available on their staff. Typically, victims of rape, especially young women and girls, will only speak with a female officer, although male and female officers in the unit receive the same special training to handle such cases. They noted that LGBT persons do not come to their office – in fact, may never once have come - until after a person was killed, at which point they were more willing to come and file a complaint that the motive was based on sexual orientation or gender identity (for transgender persons).

Gender Gap? Yes. There is a growing network of organizations providing victim's assistance services to women; however, assistance for victims has remaining deficits like scarce shelters for victims of violence, limited legal assistance and limited GOG support. Most services are provided by NGOs.

³⁰ USAID/Guatemala Final Performance Evaluation for the Project Against Violence and Impunity (PAVI). 2012.

Relevant to PAD? Yes.

Potential Program Responses:

- Support expansion/scaling up of shelters and associated programs (psychosocial support and health services, education/training/economic opportunities) for women, as well as their children (both male and female children).
- Address lack of shelters for male victims of violence
- Expand availability of mixed sex support groups that meet on weekends, as these allow families to attend together without missing work.
- Programming to reduce discrimination against LGBT in the police and related institutions, including following the recent judicial decision to allow LGBT to dress/show up in court according to their gender identity (rather than what is shown as their sex on their identity card). Use LGBT trainers/facilitators to conduct sensitization training with police and justice sector officials, to help reduce stigma and discrimination by putting a human face on LGBT. Parallel efforts to encourage LGBT to report to the authorities any violence perpetrated against them.

Key Informant Interviews – February 2013 – USAID/Guatemala Gender Analysis for PADs

No.	Names	Organization	Sector(s)
1.	Ana Victoria Román	INCAP	AGR, ENR
2.	Iván Buitrón Ligia Rosales	AGEXPORT Project	AGR, ENR
3.	Leslie Marroquin Isabel Moraán (CONFECOOP) Carlos Lima	ANACAFE	AGR, ENR
4.	Daniela Martínez Connie de Paiz	Vital Voices	AGR, ENR, CS
5.	Ingrid Schreuel Timoteo López	Independent Consultants	AGR, ENR, CS
6.	Paula Broll Alejandra Colom Ana Lucia Rodriguez	Population Council	AGR, ENR, CS
7.	Elizabeth Quiroa	SEPREM	CS
8.	Pedro Carrillo	USAID	ENR
9.	Alejandro Santos	Rainforest Alliance	ENR, CS
10.	Maria Teresa (Mayte) Rodriguez	Fundación Guatemala	ENR, EDU, CS
11.	Gloria Laynez Rosa Choguaj	DEMI	EDU, CS
12.	Norma Cruz	Fundación Sobrevivientes	CS
13.	Daniel Cifuentes Hector Ruiz Eric Babilion	CONJUVE	CS

14.	Sandra Arroyo	CONRED	ENR
15.	Alba Trejo	Comisionada Presidencial para el Tema de Femicidio	CS, Health
16.	Ana Silvia Monzón	FLACSO	CS, ENR, AGR
17.	Elena Hurtado	Nutrisalud	Health
18.	Zulma Subillaga Dubón	Secretaría Contra la Violencia Sexual, Explotación y Trata de Personas	CS, Health
19.	Armida Tejeda	Proyecto Prevención de la Violencia	CS, Health
20.	Herminia Reyes Susana Palma Marisela de la Cruz	H&E Policy Project	Health, EDU
21.	Mario Aragón Arnoldo Melgar Amalia Alberti	ANACAFE	AGR, ENR