

Summary of Sida's Assessment of the Development towards the Strategy Objectives and Implementation of the Contribution Portfolio

Human security and freedom from violence

Rule of law, combating corruption and impunity, and reduced access to arms.

Increased reconciliation after the armed conflict.

Prevent and handle consequences of gender based violence.

Objective¹

Portfolio²



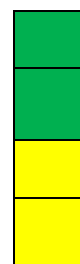
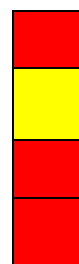
Democracy, gender equality, human rights

Strengthened democratic institutions, increased political participation.

Respect for human rights, focus on indigenous populations, women and children.

Respect for and access to sexual and reproductive health and rights.

Strengthened land rights for women and indigenous population, within small-scale farming.



Improved opportunities and tools for poor people to improve their living conditions.

Climate adapted food security, natural resources and eco-system services.

Productive employment with decent working conditions, special focus on indigenous population.



¹ Assessment of the **development towards the strategy objectives**: Green: Desirable direction; Yellow: Partially desirable direction; Red: Undesirable direction.

² Assessment of the **implementation of the contribution portfolio**: Green: According to plan; Yellow: Partially according to plan; Red: Not as planned.

1 Overview of the Strategy Context

Total amount for the Strategy: 1 125 MSEK

Disbursed Amount 2017: 210 MSEK

Number of Contributions 2017: 29

1.1 Changes in the Context

The investigations conducted by the International Commission Against Impunity in Guatemala (CICIG) and the Attorney General's Office have continued to shake the foundations of the political and economic system in Guatemala during 2017. Although the process of strengthening the rule of law and fight against impunity is backed by the Human Rights Ombudsman, the Constitutional Court, an important part of civil society and the international community, opposition has also hardened and coalesced into a more solid alliance defending the status quo.

In September, an attempt by the Congress to reform the penal code in a way that could benefit politicians accused of corruption sparked the biggest public protests since ex-president Molina was ousted in 2015. But the regressive forces in the Congress have since repositioned themselves and a number of bills currently under discussion, if approved, will have a direct negative impact on democratic space, rule of law and human rights. Law proposals include putting restrictions on civil society organizations, banning critique on social media, criminalizing social protest and providing amnesty for human rights offences committed during the internal armed conflict. Given these events, Sida operates in a context marked by uncertainty, with a clear risk of turning adverse. Four of the five risks foreseen in the annual plan 2018 have started to materialize to some degree during the first trimester of 2018.³

On the positive side, new alliances and new dialogue spaces have started to emerge with the purpose of supporting an agenda for political change. Progressive forces within the Congress open minded private sector actors, urban CSOs and the social movements sprung from the 2015 protests are reaching out to each other in a way not seen before. Also, empowered by their participation in the stalled constitutional reform process, indigenous authorities are now increasingly taking clear public stance on issues of national politics and occupying a more prominent position on the national political stage with coordinated position.

The Latin America wide pushback on sexual and reproductive health and rights (SRHR), led by alliances between political and religious conservative forces, is playing out in Guatemala. In 2017, material on SRHR prepared by the Human Rights Ombudsman was challenged in court and a bill "for the protection of the family" was drafted by conservative deputies to curtail LGBTI rights and increased penalization of abortion. This implies that Sida has a more important role than ever to play in this area and that future programs will have to be strategically thought through.

In terms of public policies, 2017 has not seen anything close to the "big push" that would be needed to make a dent in poverty (a "big push" would combine a comprehensive fiscal reform with an ambitious public investment program and a sustained increase in social sector budget allocations). The prospect for poverty reduction therefore remains bleak. With present poverty, population growth and GDP growth rates, the absolute number of poor is likely to increase during the strategy period.

³ "Political instability slows down project implementation and preparation"; "Deteriorated political conditions for the fight against impunity and for human rights"; "Increased negative propaganda from forces opposing transitional justice and the fight against impunity"; and "Deteriorated security situation and decreased space for human rights defenders to act".

The level of tension in relation to the implementation of ILO Convention 169, which includes indigenous people's right to be consulted prior to extractive projects that affect them, continued throughout 2017. In May 2017, a Constitutional Court decision demanded a law regulating consultations to be passed within a year. The drafting process has thus far not enjoyed the legitimacy in the eyes of the indigenous people, creating the risk of the Congress approving a bill that negatively impacts on indigenous people's rights, with human rights violation and social reactions as a possible result.

The significant environmental and climate change challenges analyzed in the Operationalization Plan remain. During 2017, Sida has significantly increased its work on integration of environment and climate in the portfolio as well as on preparation of a contribution directly targeting climate change adaptation.

1.2 Sweden's Role in the Strategy Context

Tabell 1. Donor context

Total development assistance make up 1,6 % of the national budget	Sweden's share of the total of development assistance constitutes 11 %. ⁴
There is no common donor cooperation strategy.	Common EU strategy is valid 2014- 2020 Status of EU joint programming: The strategy is approved at country level.
The five largest donors (organizations and/or countries) are: US, World Bank, Interamerican Development Bank, EU and Sweden.	Sweden is the second largest bilateral donor. Of the EU member states, Sweden is the largest donor.

Sida is one of few large bilateral donors in the country (second only to the United States and the only Nordic country present) and has a clear leading role on issues related to human rights, particularly gender equality, human rights defenders, SRHR and indigenous peoples' rights. In some areas, such as transitional justice and support to indigenous authorities, Sida is practically the only actor providing any substantial financing. This provides Sida with a unique viewpoint within the international community and also with the capacity to act as a development broker, with the ability to connect actors with common interests and linking up social movements to the national agenda. Sida's financial support and Sweden's political support to a human rights and anti-impunity agenda also generates critique by actors defending status quo. Negative reactions, particularly on social media are therefore common. An open, transparent and fact-based dialogue, anchored in universal human rights principles, has proven to be the best way of relating to this situation

The donor group G13 has responded well to political challenges in 2017, backing up rule of law institutions at risk of being undermined, with coordinated messages and public statements in critical moments. Operational coordination of the development cooperation is, however, very weak. The same applies to the EU, where focus is largely on political dialogue. The absence of a government-led framework for development effectiveness is at the heart of the problem. Channeling development funds directly to or through state institutions is in most cases not an option under current rules⁵ and only a fraction of the development cooperation in the country is state to state cooperation, further weakening the state's ability to coordinate. The multilateral banks face the additional constraint that their loans are stalled in the Congress (some since two years back), eliminating the option for Sida to

⁴ OECD 2016, statistics for 2017 are not yet available

⁵ For example, state institutions have difficulties of getting a budget ceiling from the Ministry of Finance that permits execution of development cooperation funds (budget ceilings cannot be expanded when donor funds become available). The process of approving an agreement involves at least three state institutions and may take up to two years to complete.

partner with the banks to complement their investments with grant money in areas such as climate change adaptation.

The 2030 Agenda is yet to have an impact on public policies in Guatemala. The Presidential Planning Commission has carried out a process of mapping the national development plan (“K’atun our Guatemala 2032”) to the Sustainable Development Goals and prioritizing monitoring indicators, which has received positive feedback in international fora. However, there has still not been a structured process within the government, let alone involving the private sectors, development partners or CSOs, to identify the policies and resources necessary to reach the SDGs. As an example reflecting the magnitude of the challenge, the Congress did not manage yet to approve a state budget for 2018.

The UN System, with clear mandates linked to international agreements and ability to combine expertise in multiple areas, plays an important role in Guatemala. In 2017, 57, 7 % of the Swedish bilateral development cooperation in Guatemala was invested in UN led programs. The main issues prioritized in Sida’s dialogue and support to the UN during 2017 have been the need to further strengthen the rights perspective across all UN programs and the need for cross-agency collaboration and joint strategies that can facilitate delivering as ONE UN system. The three Sida-funded resilience programs being implemented jointly by various UN agencies have proven to provide good examples to further build on, and the funding modality is in line with the Swedish Strategy for Multilateral Development Policy (December 2017).

Summarizing, the overall development cooperation context is characterized by fragmentation, a weak development effectiveness framework and the presence of very few likeminded donors. Sida is recognized as a key development actor and the contribution of the Swedish development cooperation to the strategy objectives is significant in relation to that of other development actors, especially in the areas of democracy and human rights.

1.3 Synergies with Other Swedish Strategies

The Guatemala-based Sida framework organizations Diakonia, We Effect, Internationell Människohjälp, the Swedish Church and Swefor receive financial support through the global civil society strategy. The implementation of the mutual commitments between the Swedish government and the Swedish civil society organization is advanced in Guatemala. Regular coordination of analysis and dialogue helps strengthen the voice of Sweden in Guatemala. The CSOs provide Sida with information, analysis and knowledge about local actors and processes, while Sida facilitates access to government institutions and international actors to the benefit of CSOs.

The global allocation is complemented by direct financing from the bilateral allocation to specific programs of Diakonia and We Effect. While specific programs allow a close match between strategy objectives and programs, the model also creates transaction costs for both Sida and the organizations in terms of preparation and follow-up. Going forward, the option of “topping up” the global allocation with bilateral funds to support the organizations’ entire country program in Guatemala should be explored in cases where there is a close match between the bilateral strategy and the organization’s strategic approach.

The delegation of SEK 60 Million to the Embassy for development cooperation in Honduras and El Salvador under the Strategy for Sweden’s development cooperation in the areas of human rights, democracy and the rule of law has a positive impact also on the development cooperation in Guatemala. The delegation implies taking a regional perspective on issues related to impunity and human rights, facilitates the coordination of key actors (e.g. the UNHCHR, offices in the three countries) and linking up human rights actors to the Inter-American Human Rights System.

Follow-up of the Strategy for economically sustainable development⁶ in Guatemala has contributed to create areas for coordination, cooperation and joint analysis through different forums. Synergies could be further strengthened through a user-friendly system that would allow a better overview of Sida's global, regional and bilateral contributions.

1.4 Allocation between Areas of Support

As reflected in Table 1 in the Annex, the bulk of the Swedish funds (78 %) were invested to achieve the objectives in the support areas of Human Security and Democracy & Human Rights. Although still a limited share, funds invested in Sustainable climate adjusted food production and Productive employment increased from MSEK 34.8 and 15% of the portfolio in 2016 to MSEK 48.8 and 23% of the portfolio in 2017. This reflects a gradual development of a support area under development, which is expected to constitute a third of the portfolio towards the latter part of the strategy period.

2 Results Reporting

2.1 Area of Support 1: Human security and freedom from violence

Impunity, corruption and a weak justice system has created a cycle of violence and discrimination, which severely limits human rights and development, particularly for indigenous people, women and children living in conditions of poverty. In order to break with this cycle, Sida contributes to the strengthening of rule of law institutions and the empowerment of victims as well as of actors demanding reforms of the judiciary.

2.1.1 Objective 1.1: Increased human security through rule of law principles, combating corruption and impunity, and reduced access to arms.

Development towards the strategy objective 

During 2017, CICIG and the Attorney General's Office have continued to dismantle criminal networks within the state, including those linked to illegal political party financing and thereby threatening the very foundation of the status quo upheld by powerful political and economic interests. As a counteraction, the reforms to strengthen the judiciary have been stalled and both the Executive and the Congress have failed to provide political support to the fight against impunity.

Portfolio level 

The portfolio has been implemented according to plan with a renewed agreement to support CICIG throughout its current mandate and a new preparatory contribution to the Attorney General's office. In the face of negative political reactions to CICIG from actors that feel threatened by its success, the Embassy had to invest substantial time and effort in political dialogue during 2017. As a result, Sweden took a leading role in coordinating international support to ensure that the mandate of CICIG was respected. One of the results of Sida's enhanced dialogue efforts is that CICIG has now introduced a gender perspective throughout its activities, supported by a gender action plan and a MoU with UN Women.

During 2017, the work of the Attorney General's Office to fight online sex crimes against children was strengthened through UNICEF's child protection program. "Reduced access to arms" is a new area of work for Sida in Guatemala and 2017 was spent on dialogue and mapping to identify an appropriate actor to contribute to this result. Sida is now preparing a support to the CSO "Instituto de Enseñanza para un Desarrollo Sostenible" (IEPADES).

⁶ Resultatstrategi för globala insatser för ekonomiskt hållbar utveckling 2014-2017

Contribution level

Through UNICEF, Sida has strengthened the capacity of the Attorney General's Office and the National Police in the strive to prevent and investigate crimes against children. Sida's support has contributed to building up a new Prosecution Investigation Unit for online sex crimes against children as well as rolling out a new integral system to provide child victims with legal, medical and psychological support. The new investigation unit was initiated in 2016, and 300 cases of sexual violence against children online are being investigated at the moment, 41 perpetrators have been caught and 10 of those have been sentenced to up until 42 years of prison.⁷

CICIG has continued to show high capacity in 2017 and delivered results that are more far reaching than expected. One priority for CICIG last year was to investigate the relation between impunity, corruption and the consolidation of democratic institutions. CICIG advanced several investigations of illegal financing of the political campaigns running up to the elections in 2015, targeting the illegal networks trying to control the state for corruption purposes. Between 2015 and 2017, CICIG participated in an additional 62 investigations (coming to a total of 284 investigations) and they accompanied the Attorney General's Office in presenting 165 formal accusations.⁸

The results of the work of the new CICIG office in Quetzaltenango have started to become visible. The office focuses on detecting, investigating and prosecuting local corruption networks in the Western part of Guatemala, an area with a high proportion of indigenous population and high poverty rates. These results contribute to strengthen the conditions of rule of law, democratic participation and access to justice also for people in rural areas.

2.1.2 Objective 1.2: Increased reconciliation after the armed conflict

Development towards the strategy objective



Reconciliation requires breaking with the cycle of violence and impunity as well as addressing the deeply entrenched political, economic and social discrimination of indigenous people, which was one of the root causes of the conflict. The transitional justice process plays a key role in breaking with impunity, changing attitudes in society and transforming victims of human rights violations into actors aware of their rights. Progress is gradual and centered around judicial cases being brought forward by the Attorney General's office, with CSOs working to ensure the rights of the victims and providing legal and psychosocial support.

The modest steps forward take place in an environment characterized by lack of political will to assume transitional justice as a state obligation, scarce public financing, weak judicial independence and active resistance, openly and covertly, from powerful networks striving to uphold impunity for human rights crimes.

Portfolio level



The portfolio is implemented according to plan. Sida's support to the transitional justice process is implemented through a comprehensive UNDP-led program (PAJUST) as well as through several of the civil society contributions (Diakonia, Indigenous Fund⁹). CSOs are playing a fundamental role, empowering victims to claim their rights and providing them with legal and psychosocial support. Overall, support to key processes has been relatively well coordinated, but there is scope for providing a more capacity enhancing support to CSOs working with transitional justice. In the absence of state actions, the PAJUST program also supports activities, such as forensic work and the National Police Archive, which under other circumstances would be carried out by the state.

⁷ Concept Note UNICEF, 2017, p. 3, UF2013/48471/GUAT

⁸ Statement on report, 2017, UM2016/42909/GUAT

⁹ Indigenous Fund is a coalition of several CSOs active in the area of collective and human rights for indigenous people.

Transitional justice implies long-term processes. Progress being made today is the result of decades of work with empowering victims and building up prosecuting capacity. Likewise, verdicts today need to be followed by years of work to ensure proper reparation to victims and awareness raising to ensure non-repetition. Sida, as a donor, therefore need to take a long term perspective. The fact that few other donors provide funding to this area –and none comes close to Sweden in terms of funding levels – further underscores the importance of an enduring, long-term and responsible approach. With a view to further strengthen Sida’s approach; Sida will carry out an evaluation of its support to transitional justice in 2018.

Contribution level

In UNHCHR’s work with civil society they have assured that victims are able to claim their right to truth and reparation, during 2017 they accompanied high-level cases in transitional justice in court. Through the support to PAJUST in 2017 civil society organisations have been able to continue important forensic work including DNA matching and inhumations and the Police Archive maintains the provision of data to the Attorney General’s Office used for investigations in the process to achieve justice and truth. Indigenous Fund supported families displaced by the conflict who in 2017 achieved measures of both individual and collective reparation, among the measures of individual reparation 806 families were benefitted with 83 873 quetzals each¹⁰.

Since the state is almost invisible in transitional justice the civil society and international community are key in supporting victims in claiming their rights to a fair and just treatment. The state is not resourced to respond to the financial reparation pronounced in sentences. As a response to the needs of the victims of the internal armed conflict Sida has contributed to the creation of a UN joint pilot programme where the target group of PAJUST is included in the UN Joint Programme Ixil and benefit from inclusion in small-scale productive activities contributing to improving living conditions in a post-conflict setting.

2.1.3 Objective 1.3: Strengthened capacity to prevent and handle the consequences of gender-based violence

Development towards the strategy objective



Statistics from the national survey of violence against women 2014-2016 produced by the National Statistics Office (INE) last year show an increase of 50 % of the number of cases of violence against women reported to the Police from 2012¹¹. Civil society points out that violence against women (including sexual violence) is normalized in all sectors in Guatemalan society, which indicates that many cases are still not reported. Guatemala established a law against murders on women (femicidio) and other violent acts in 2009¹² and last year 171 cases of femicidio were registered¹³.

In 2016, according to the Attorney General’s Office, 20 children/youths per day were victims of sexual violations and four children a day between the ages of 10 and 13 got pregnant (which sum 1460 girls in a year). In 2017 the ministry of health reported 1194 children between 10 and 13 years got pregnant.¹⁴ A pregnancy of a girl less than 14 years is considered rape by law. The number of sexual violence crimes according to the National Forensic Institute (INACIF) remains the same as previous years.

Gender based violence is a structural problem related to social norms that the Guatemalan state fails to address through public politics, education and as a public health matter. The CEDAW committee recommended Guatemala in 2017 to implement, within an established time frame, a national plan for

¹⁰ Informe narrativo del programa, Indigenous Fund, 2017, p. 36, UF 2013/32383/GUAT

¹¹ INE 2017, “Estadísticas de violencia contra de la mujer 2014-2016”, p. 17.

¹² Decreto 22-2008

¹³ Fundación Sobrevivientes “Situación sobre los derechos humanos en el país”, p.1, UF 2014/77417/GUAT

¹⁴ Fundación Sobrevivientes “Situación sobre los derechos humanos en el país”, p.1, UF 2014/77417/GUAT

GBV prevention, as well as a centralized system for statistics on violence against women divided in age and relation between the victim and perpetrator¹⁵.

Portfolio level



The portfolio is implemented according to plan. Sida focuses on supporting the fight against impunity for GBV (covered under objective 1) on ensuring that victims of GBV are properly attended by the judicial system and on empowering women and girls to claim their rights and to decide over their own bodies and lives. Sida's partner organization PSI-PASMO combines legal and psychological assistance to victims through empowering girls, change of attitudes and behavior in boys and men, and political advocacy, with a strong focus on SRHR and sexual violence. GBV has also been included in other programs: in market systems development programs (We Effect, Swiss Contact) as an element that needs to be addressed to ensure WEE and women's integration in the labor market; in strengthening of public policy and statistics (SEPREM and INE); and in the work to strengthen the resilience of local communities and municipalities (UN Joint Programs). The program with UNICEF focuses on GBV from a child rights perspective, in its strengthening of local and national institutions working with child protection.

Overall, Sida needs to further strengthen the work with boys and men as part of GBV prevention across the portfolio, including promoting new masculinities.

Contribution level

Through Sida's support to state institutions, INE produced a survey on violence against women in 2017 and during the course of the project a new survey of violence is planned within the component for gender statistics; SEPREM implemented a strategy in 2017 for expanding the coverage and putting violence against women on the agenda by gathering 298 municipal women's offices, 119 municipal planning offices and 66 municipal financial administration offices in order to create an opportunity for an efficient planning of prevention that needs financial resources.¹⁶

The support to UNICEF includes both prevention of GBV and attention to victims on local and national level. A Center for Girl Victims of Sexual Violence in Quetzaltenango is the only one of its kind in the country and currently hosts 60 girls aged 11-18, plus 9 babies and toddlers of the resident girls. Municipal Child Protection Offices and their networks detect and attend cases of child rights violations, including gender based violence. Sida's partner organization Asociación Chajulense de Mujeres (ACHM) (in the PSI-PASMO consortium) promotes new masculinities as a prevention measure of GBV, in 2017 ACHM educated 308 trainers and community leaders and 1700 men in the project were introduced to new masculinities and gender equality.¹⁷ The men that received the training are now influencing on other men in the communities becoming role models for new generations.

2.2 Area of Support 2: Strengthened democracy and gender equality, and greater respect for human rights

Strengthening democracy, human rights and gender equality in Guatemala requires structural political reforms, as well as empowered citizens who participate actively in politics without being discriminated against due to gender or ethnic background. Sida's support focuses on empowering rights' holders (via CSOs that defend their interests) as well as strengthening duty bearers (key institutions). Sida also sees the fight against corruption and impunity as well as the transitional justice process (see area Human Security) as fundamental to ensure that state institutions can fulfil their mandate and serve their citizens rather than interests linked to organized crime.

¹⁵ Informe Narrativo 2017, SEPREM 2018, p. 7, UM2015/06339

¹⁶ Informe Narrativo 2017, SEPREM 2018, p. 25, UM2015/06339

¹⁷ Informe Anual de Labores 2017, PSI-PASMO, p. 11, UF 2014/77417/GUAT

2.2.1 Objective 2.1: Strengthened democratic institutions and increased participation in political processes

Development towards the strategy objective

The combination of weak institutions, a fragmented social contract and corruption is hindering the consolidation of democratic institutions in Guatemala. Guatemalans have the lowest trust in democracy (33 %) of all populations in Latin America¹⁸. During 2017, political participation has continued to develop, with new constellations of actors and platforms emerging.

Progressive private sector actors, university students, think tanks and traditional civil society organizations continue to mobilize to defend democracy and fight impunity. Also, the indigenous authorities have gained more strength as a political actor on the national scene. At the same time, CICIG's and MP's investigation have continued to expose networks that have coopted democratic institutions to serve narrow criminal interests rather than the public.

However, the traditional political institutions have proven unable to reform themselves and adapt to a new, more transparent and inclusive, ways of doing politics, while the pro-democracy and anti-impunity movements have been unable to put forward a minimum agenda for reform. The foreseen electoral reform did not advance in 2017 and, quite the contrary to citizen demands, the Congress is now working on a number of bills which, if approved, could further shrink democratic space. Hence, participation is increasing, but the democratic institutions are not responding.

Portfolio level

The portfolio is implemented according to plan. The program to make the Congress more transparent and open through linking up civil society organizations to the legislative power (PARLAD) has proven strategic, providing an entry for CSOs to the Congress in order to advocate for a progressive legislative agenda and to mobilize against proposals that risk shrinking access to political space. Given the challenging situation in the Congress, focus has been on preserving existing spaces and processes. The support to indigenous authorities has, thanks to a flexible and politically agile partner (Oxfam/IBIS Indigenous Fund), helped consolidate indigenous organizations and enabled the indigenous movements to participate in the national political debate. Sida's partner organization ICEFI, a think-tank in fiscal politics, receives core support from Sida and works closely with civil society in political incidence as well as produces analyses of fiscal politics.

Various contributions promote democratic participation at local levels, e.g. in the different levels of development councils and at municipal level, as part of support to local development processes and WEE. A study carried out during 2017 of several WEE contributions showed that political participation is a fundamental part of strengthening women's participation in society and changing gender norms, which cannot be separated from income generation and enterprise activities¹⁹.

Focus in the contribution to the Presidential Secretariat for Women (SEPREM) is on institutional strengthening for them to be able to assess ministries in gender planning and budgeting, and to strengthen the municipal women's offices to take an active role in local governance. Synergies between actors are found especially between the UN Joint Programmes in San Marcos and Ixil where cooperation with local authorities is key for sustainability and the municipal women's offices play an important role for sustainability at local level.

A challenge ahead will be to find creative ways to support social movements and actors that are not traditional CSOs with a legal identity and formal administrative systems. The contributions supporting civil society have not been set up with this purpose in mind and have therefore had difficulties in responding to new dynamics in participation in an agile way.

¹⁸ Closing Gaps to Generate More Inclusive Growth, the World Bank Group, 2015, p.5

¹⁹ Empoderamiento Económico de las Mujeres, January 2018, p. 43, UM2017/34972-8

Contribution level

At the local level, the UN Joint Program in San Marcos strengthened 14 (of 20) Community Development Councils (COCODES) capacities by providing training in the National Law of Development Councils to empower their participation and voice in the public investment planning. Five municipal women's offices were also strengthened through the program and trained to better understand their functions and responsibilities in the local context.²⁰

Cooperation with state institutions in order to improve transparency and public policies has proved to be challenging. With its focus on environmental and gender statistics, the cooperation between the Statistics Sweden, SCB, and INE is strategic. However, INE has difficulties fulfilling its role as the leading coordinating unit of the national statistics system, due to institutional challenges related to capacity and independence. The support to SEPREM is a strategic entry point promoting the mainstreaming of gender equality in public policies. But the institution has little political clout and rigid administrative processes slow down implementation.

2.2.2 Objective 2.2: Strengthened respect for human rights, with a focus on the situation of indigenous populations and women and children

Development towards the strategy objective



It is difficult to see an overall positive trend in terms of strengthened respect for human rights. Deep rooted discrimination against indigenous people (in particular indigenous women that suffer double structural discrimination due to gender and ethnicity) exclude them from access to resources, voice, opportunities and human security, which in turn make them more vulnerable to all forms of human rights violations.

The judicial system has to some extent improved its capacity to respond to individual human rights violations, including violations committed during the internal armed conflict. The newly elected Human Rights Ombudsman has energized the institution and increased its voice when violations occur. But these reactive responses are not complemented by concerted action by state institutions to prevent human rights violations from being repeated. As an example, one year after the Hogar Seguro tragedy²¹, the families to the victims have still not received any form of reparation and the reform of the child protection system has stalled in the Congress. As another example, various courts have ruled in favor of the rights of indigenous people to be consulted prior to the implementation of investment projects in their communities and demanded that the ILO Convention 169 be enshrined in law. However, the government and the Congress have so far not mustered the required institutional capacity to carry out proper consultations, nor allowed for proper inclusive consultation on the new consultation law itself. Violence against and criminalization of local leaders who protest are still a too common response when indigenous communities protest against the environmental and social consequences of natural resource extraction and hydro power projects. "Social conflicts" are frequently a consequence of human rights violations, when extractive and hydro power investment projects are established without prior consultation in areas with a high proportion of indigenous communities and low presence of state institutions to uphold the rule of law.

Portfolio level



Sida contributes to this result by supporting a combination of state institutions responsible for human rights protection (directly as in the Human Rights Ombudsman, PDH, and indirectly through UNHCHR) and CSOs that empower people to claim their rights and lobby for institutional improvements (Diakonia, Indigenous Fund and the Human Rights Office of the Catholic Church, ODHAG). Another important component is support to international organizations that can provide both CSOs and the state with technical capacity and monitor the human rights situation (UNHCHR

²⁰ Informe Consolidado de Avance January to December 2016. p. 7-10, 12-14, UF2014/75401/GUAT

²¹ Hogar Seguro was a care institution for children and adolescents where 41 girls were killed in a fire on the 8th of March in 2017

and UNICEF). The High Commissioner has urged the Guatemalan state “to ensure the full enjoyment of rights of the indigenous people” and express that the government of Guatemala does not comply with human rights standards.

The focus of the portfolio is on strengthening the rights of women, indigenous people and children. The bulk of the work is focused on processes related to violence, including sexual violence against women and children; discrimination of women and indigenous people; access to justice; and the right to land and natural resources (strongly related to the subsequent two objectives regarding SRHR and land rights). Given the acute situation for human right defenders, Sida’s partner organizations invest a lot of time, energy and resources in empowering people whose rights have already been violated. For example, ODHAG, Indigenous Fund and Diakonia support HRD of land and territories by providing legal and psycho-social accompaniment to persons that have been accused of crimes and imprisoned when defending their rights.

The child protection program (UNICEF) has a strong preventive focus. In absence of a clear central government program and institutional reform effort, the Swedish support has focussed on creating capacity at municipal level, with varying degree of success depending on local circumstances, political will and capacity.

Contribution level

UNICEF has consolidated 123 municipal child protection offices in 14 regions in 2017. The offices work within local networks together with schools, health clinics, civil registry and the police to identify cases of child rights violations and design preventive measures to be implemented on a local level²². Advances in identification of social and institutional practices that promote exclusion and violence against children and adolescents in the provision of special protection services and the strengthening of institutional response have been noticeable in 2017 especially through the creation of the Prosecution Section for Children at the Attorney General’s Office and the Investigation Unit for sexual crimes against children in cyberspace²³.

The Human Rights Ombudsman has with the support from Sida, strengthened 35 auxiliary offices in the country in managing social conflicts. In previous years there was a delay in managing reported cases that is now overcome through modernising processes and systems, which has had the effect of a higher quality attention to victims of human rights’ crimes²⁴.

The Indigenous Fund (Oxfam/IBIS) strengthened 620 indigenous communities and empowered their leaders in organization through regional, municipal and community councils with the intention for them to be able to exercise collective and individual rights (the right to previous consultation, rights to bilingual and intercultural education, and the right to their own health system), as well as strengthened political participation in dialogue with state institutions.²⁵

2.2.3 Objective 2.3: Increased respect for and access to sexual and reproductive health and rights (SRHR)

Development towards the strategy objective

Guatemala is committed by the national legal framework to protect women and girls with many important laws in place, for example the law against femicidio, register of sexual abusers, typify pregnancies in girls less than 14 years as rape, and having eliminated the exception of minimum age for marrying. In comparison to other countries in the region Guatemala is on the forefront in terms of

²² Sida’s Travel Report San Marcos and Quetzaltenango, UNICEF, ODHAG, CICIG and PDH, March 2018, p. 2, UM2016/03290

²³ Statement on narrative report, 2017, UF2013/48471/GUAT

²⁴ Informe de Evaluación, Just Governance Group, 2017, p. 51, UF2013/25763/GUAT

²⁵ Informe Narrativo del Programa, Indigenous Fund, 2017, p. 11, UF 2013/32383/GUAT

legal protection. Nevertheless, progress in terms of actual protection and respect for rights is slow and progressive legislation under threat from conservative forces.

Sexual education is included in the national curricula and is taught from a biological, reproductive perspective lacking a comprehensive focus. In 2017 only 7 % of Guatemalan adolescents indicated having received education in all areas of comprehensive sexual education.²⁶ The conservative religious agenda wide spread in the Latin American region bringing together catholic and protestant movements campaigning in different forms against including gender equality in the school curricula (based on the presumption that this would increase homosexuality), is seen in Guatemala in the form of various attempts to push back legislation protecting SRHR, including the “Family Protection” bill currently discussed in the Congress (see page 2.) and a court decision prohibiting the Human Rights Ombudsman to use educational material that included information on what international conventions say about women’s and girls’ right to life.

Portfolio level



The portfolio is implemented according to plan but a more concerted effort is needed to fully respond to the strategy objective in this difficult context. The set-up of the contributions targeting civil society (PSI-PASMO -awareness raising about rights, empowerment of girls, new masculinities and advocacy for reforms to strengthen SRHR), national government (SEPREM – gender budgeting, implementing gender sensitive politics and recommendations from international treaties such as the CEDAW) and local governments (UN Joint Programmes - SRHR as local public health issue) is relevant but not sufficient.

Sida financed a study/mapping on SRHR in Guatemala performed by the Royal Tropical Institute in 2017 that will serve as a basis for decision of identifying a strategic partner in order to contribute to this objective in a more concerted fashion. Sida’s challenge in this context is to find strategic partnerships to counteract the conservative agenda and partner with actors that have an influence on decision-makers as well as effect on public opinion. The inception period for the new programme in economic inclusion, job creation and market systems development (Swiss Contact) includes special focus on SRHR and GBV, since the target group is youth and women.

The global gag rule is starting to have implications for organizations working with SRHR in the country; UNFPA suffered a cut of 20 % of national funds which limits them in their channeling of funds to civil society organizations active in the field of SRHR. Sida is constantly following up our own partners through annual meetings and regular dialogue to find out if and how MCP has affected them. A number of partners in the civil society program implemented by PSI-PASMO also receive funding from USAID, but the implications of this are still not clear.

Contribution level

The UN Joint Programs, We Effect and PSI-PASMO implement capacity building in SRHR at local level and train local female leaders and key women in the communities who can continue to educate women in their communities. A noticeable result from these interventions implemented by We Effect and its partner organizations are that women have started to discuss SRHR openly; a matter that always has been taboo to mention²⁷.

The organizations within the consortium PSI-PASMO participate in round table meetings with other civil society organizations, UNFPA, the Ministry of Education and the Ministry of Health about comprehensive sexual education and as a result of this 160 secondary school teachers have been trained and provided with pedagogical material to be used for comprehensive sexual education. At community level in the region of Quiche 244 midwives have been trained in SRHR and GBV-prevention where

²⁶ Brechas y oportunidades de cooperación en SRHR en Guatemala, KIT, 2018, p. 32, UM2017/38991

²⁷ Informe Anual 2017 Proyecto Podeeir, We Effect 2018, p.24, UF2014/63870/GUAT

progress has been made in denaturing violence as the norm. Mayan girls in the communities have received training in empowerment that also includes a component of SRHR. Two short books directed to girls and boys (“El libro de Tere” and “El libro de Sebas”) were published in 2017 and in the beginning of 2018 where the focus is on deciding over own body as a preventive measure of sexual violation.²⁸

2.2.4 Objective 2.4: Strengthened land rights for women and indigenous populations, within small-scale farming

Development towards the strategy objective



Inequality in land distribution and violation of indigenous people’s right to territories and natural resources was one of the root causes of the internal armed conflict. The structural inequalities have not been overcome. The legal protection of community land is relatively weak and the institutions (Land registry, Land Fund and Property Registry) do not function adequately. The expansion of monocultures, such as African palm and sugarcane, put further pressure on land. The impact on food security of indigenous populations and on the environment is often negative, while the employment generated frequently lacks decent working conditions.

Comprehensive reforms to address the structural issue of land rights are either stalled or advanced without proper consultation with the indigenous population. A rural development law initiative presented in the Congress in 2016 included access to land but is yet to be approved. The ongoing process to draft a law to implement indigenous people’s rights to be consulted prior to investment projects and public policies that directly affect them (enshrined in ILO Convention 169), has so far not been sufficiently inclusive to generate legitimacy among indigenous communities.

Portfolio level



The portfolio is implemented partially according to plan. Sida addresses land rights from a human rights perspective. Focus is on support to human right defenders, providing women with access to land, formalizing the administrative recognition of community lands and promote indigenous people’s rights to be consulted about the use of their territories. Sida will continue to explore avenues for support to increased access to land, while recognizing the limited political possibilities for major legal and institutional reforms.

Contribution level

Sida’s partner organization Indigenous Fund accompanied four legal processes that led to administrative recognition (a figure weaker than legal property, which does not exist for community land in Guatemala) of the community’s territory in two of the cases in 2017. The remaining two cases are still being processed.²⁹ Through Sida’s support to We Effect HDRs have had opportunities to participate in local and national forums and commissions for land rights with a special focus on women’s access to land and territory.³⁰ ODHAG provided psycho-social support to a community in San Marcos where several of the leaders had spent various years in preventive prison accused of crimes they had not committed as a strategy implemented by a private company with the intention to start up a hydropower project without prior consultation.³¹

²⁸ Acciones y avances, PSI-PASMO, 2017, p. 2-3 and 5, UF 2014/77417/GUAT

²⁹ Informe Narrativo del Programa, Indigenous Fund, 2017, p. 40, UF 2013/32383/GUAT

³⁰ Informe Anual 2017 Proyecto PODEEIR, We Effect 2018, p. 15, UF2014/63870/GUAT

³¹ Sida’s Travel Report San Marcos and Quetzaltenango, UNICEF, ODHAG, CICIG and PDH, March 2018, p.1, UM2016/03290

2.3 Area of Support 3: Improved opportunities and tools for poor people to improve their living conditions

In order for Guatemala to decrease poverty numbers and advance economic inclusion to a larger segment of the population there is need for a new economic model, including a tax reform. Sida supports civil society who advocates for a new economic model and sustains a dialogue with private sector actors that are open to a necessary change for economic growth and increased economic inclusion. Employment creation, small-scale agriculture, climate change adaptation, WEE, GBV and land rights are important elements across the board.

2.3.1 Objective 3.1: Sustainable and climate-adapted food security, including sustainable use of natural resources and ecosystem services

Development towards the strategy objective

Central America is one of the world's most vulnerable regions to climate change³² and exposed to natural hazards such as earth quakes, landslides, hurricanes and volcano eruptions. The amount of privations that people living in poverty suffer is extense and caused by a weak rule of law, gender inequalities and a high incidence rate of corruption limiting the state's capacity to invest and contributing to the lack of state presence in rural areas which leads to a deficiency of basic public services.

Only 22.7% of Guatemalan households enjoy food security, the remaining 77.3% live with moderate and severe food insecurity and 46.5% of the children less than 5 years suffer from chronic malnutrition.³³ Malnutrition is not only lack of physical and economic access to healthy nutritious food; it is also associated with scarcity of water access (for harvesting, cooking and hygiene). In Guatemala, the climate change effects, the lack of planning and lack of an accurate water management imply that the water stress will pass from 20% of Guatemalan territory to 40% in approximately 30 years.³⁴

The Guatemalan government has implemented a wide range of policies and strategies to reduce malnutrition, for example: the National Plan for Holistic Rural Development, the Program of Promotion of Family Farming PAFEC, the Strategy to Prevent Chronic Malnutrition, the School Feeding Program (approved in the Congress in 2017) and the program for promoting and maintaining breastfeeding; but there is still no significant reduction of malnutrition or food insecurity in rural areas where the majority of the population is indigenous.

Portfolio level

The portfolio is implemented according to plan. The UN Joint Programmes in San Marcos and Ixil combine small-scale farming with strengthening of local government institutions to introduce governance, risk management and climate change adaptation, and build towards sustainability including indigenous authorities and community leaders. Helevetas focus on market systems development through diversification and small-scale farming contributes to food security and sustainable use of resources, with a strong connection to local authorities that need to contribute financially to the project to show their commitment. FAO/UNICEF work with the extreme poor in the Dry Corridor implementing methods of self-sustainable farming with a focus on water and sanitation.

Sida has been pioneer in Guatemala by supporting holistic UN Joint Programs for rural development focusing on watersheds management, resilience and strengthening of local institutions and there is

³² Intergovernmental Panel on Climate Change (IPCC) Fifth Assessment Report 2014

³³ Latin American and Caribbean Scale for Food Security (ELCSA) 2014 and National Survey of Living Conditions (ENCOVI) 2014

³⁴ Analysis by the Institute for Investigation and Projection of Environment and Society (IARNA), 2016

evidence that a diversity of interventions attending a variety of related privations could improve the situation of people living in conditions of poverty.

In 2017, Sida started preparation to roll out a new generation of programs to strengthen environmental, social and economic resilience of rural communities. A multi-program evaluation of the three UN programs is underway, with the purpose of providing evidence that can allow for a clear focus and priorities going forward. Sida also initiated a dialogue with the Rafael Landívar University's Institute for Investigation and Projection of Environment and Society (IARNA), with the aim of generating new knowledge for Sida and its partners on climate change and mitigation measures in rural development. Dialogue on co-financing of a project implemented by GIZ (financed by BMZ) focusing on managed aquifer recharge as mean to store water for future use to guarantee food security was put on hold, as Sida globally has not found a legal format for entering into partnerships with GIZ.

Contribution level

The UN Joint Program in San Marcos department works to improve the living conditions of 40 communities in five municipalities, targeting 1500 families with high rates of vulnerability to food security, maternal and child health and risk habitat (floods and earthquakes). The program also contributes to the strengthening of local governance capacities. Within the program 929 families have been trained (63% of the 1500) in good practice of agriculture, crop diversification and recovery of native medicinal and nutritious plants to increase yields for food production. In parallel, the program provides knowledge and an initial investment for the establishment poultry and egg home productive units to ensure animal protein sources. 208 families with dairy cattle have received training to increase their production and improve quality of dairy handling.³⁵

The UN Joint Program in the Dry Corridor implemented by FAO and UNICEF has worked with livelihood recovery for 7000 families affected by the drought in Chiquimula and Jalapa. Through the Milpa system³⁶ the families have produced six months of basic grain reserves to ensure their food security for this period. To support the recovered livelihoods 17 hectares of crop land have installed drip irrigation and the production of food is diversified by production of vegetables and animal protein: poultry eggs and fish.³⁷

2.3.2 Objective 3.2: Improved conditions for productive employment with decent working conditions for women as well as men, with special consideration for the situation of the indigenous population

Development towards the strategy objective

The informal sector employs 70, 2 % of the workforce (83, 5 % in rural areas) and is concentrated to Micro and Small Enterprises (81% of employment)³⁸. People living in conditions of poverty work primarily in informal MSEs in agriculture and commerce. Among the extreme poor, there's a large segment of households working mainly for subsistence on small plots with low yields, constrained by access to land, technology, inputs and markets.

Working conditions are poor for employees in the rural and service sector, with wages far below the minimum level (the average monthly salary in 2017 was 2023 Guatemalan quetzals³⁹, with an established minimum wage of approximately 2800 Guatemalan quetzals per month) and other decent work rights violated. This affects men and women in poor rural areas where work is offered according to season and indigenous women migrate to the capital or the main cities in the regions to be hired as domestic workers with poor working conditions. It is a common problem that workers from affected sectors cannot organize themselves in the form of unions or other associations since the unions are

³⁵ Informe consolidado de avance January to December 2016, p. 8-9, UF2014/75401/GUAT

³⁶ Milpa is a system for the cultivation of corn and other crops on a limited plot of land

³⁷ Informe FAO/UNICEF Corredor Seco, p.8, UF 2014/76152/GUAT

³⁸ Encuesta Nacional de Empleo e Ingresos, ENEI, 2017

³⁹ 1 Guatemalan quetzal is approximately SEK 1,10

weak and there is a resistance from employers to allow workers to organize. This leads to few options for workers to get their voices heard and their rights respected.

Portfolio level



The portfolio is implemented according to plan with an increase of interventions aiming at improving the possibilities for poor people to access an employment with decent working conditions. In 2017 Sida entered into agreement with Swiss Contact, an expert NGO in job-creation and value chains, for an initial inception phase and diagnosis of the situation in the region Alta Verapaz. The inception phase will lead to a longer commitment for a project in job-creation and market systems development where not only decent work will have a clear role, but also SRHR and GBV as constraints for women's access to the labour market from a rights' based perspective.

In 2017, Sida also scaled-up a program implemented by Helvetas to strengthen value chains and market systems for indigenous people living in conditions of poverty in rural areas in the highlands. After an exploratory mission, Sida has decided to complement two aforementioned programs with a guarantee that can facilitate access to financial services for the participants. FDLG (Fideicomiso para el Desarrollo Local en Guatemala), a trust fund for micro credits to people with scarce resources, the majority women and indigenous populations, provides micro loans for house improvements and income generating activities. FDLG is being phased out in 2018.

The exploration of new ways to work with the private sector has taken more concrete forms, with an agreement with Näringslivets Internationella Råd (NIR) for an inception phase to set up a platform for sustainable and inclusive business development.

Contribution level

Through Sida's support to Helvetas women are taking a more active role in political participation on local level and have strengthened their leadership in productive activities and commercialization. Increased women's economic empowerment has had the effect that men tend to migrate less in search for temporary employment since the families' income increases with women taking an active role in productive activities. Empowered women are also accepted in a new way as producers in mixed organizations, from which they were formerly excluded.⁴⁰

Sida has contributed to providing financial services through FDLG to 331 580 persons living in conditions of poverty, (71 % women and 82 % indigenous people). The micro credits have been used for house improvements and income generating activities, for example the establishing of small enterprises, with the effects of improved living conditions for the families that benefit from the loans and improved health conditions.⁴¹

3 Implications for the Continued Strategy Implementation

The Operationalization Plan remains valid and strategy implementation continues as planned. There are risks ahead, which, if materialized, may require re-calibrating the portfolio, but without an apparent need for changing ongoing agreements. For example, the scale and focus of the contributions being prepared to support the Attorney General's office and the Human Rights Ombudsman may have to change if the leadership of and political support to these institutions weaken. Likewise, the support to human rights defenders may have to be scaled up should the human rights situation deteriorate.

⁴⁰ Empoderamiento Económico de las Mujeres, Enero 2018, p. 20, UM2017/34972-8

⁴¹ Informe anual 2016, FDLG 2016, p. 8, UM2015/03973/GUAT

The next, “in depth” strategy report in 2019 will be a key opportunity to review Sida’s development cooperation with Guatemala, bilaterally but also in the broader regional and sub-regional context of the Northern Triangle (Guatemala, Honduras and El Salvador). The delegated global funds for Honduras and El Salvador are creating new opportunities to support regional platforms and stimulate synergies, but the time limit on the delegation (December 2019) makes long term planning and commitments difficult. Going forward, a more comprehensive dialogue on the level of ambition and direction of the support to the Northern Triangle is needed between Sida, the Embassy and the MFA.