



The long road to justice: Supporting women's access to security and justice in Guatemala

Team

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Acronyms

AAJ	Access to Justice
AGIMS	Guatemalan Integral Association of Sanjuaneras Women
AIN	Norwegian Church Aid
CAIMUS	Comprehensive Support Centre for Women Survivors of Violence
CNSAF	National Commission for Monitoring and Supporting the Strengthening of Justice
CODISRA	Presidential Commission Against Discrimination and Racism Against the Indigenous Peoples of Guatemala
CONAPREVI	National Coordinator for the Prevention of Intra Family Violence and against Women
CSO	Civil Society Organizations
DAV	Victim Assistance Department
DEG	Gender Equality Department
DEIC	Specialized Division of Criminal Investigation
DEMI	Defensoría de la Mujer Indígena
DM	Department of Multiculturalism
ECAP	Pos signature of the Peace Accords
ENCOVI	Encuesta Nacional de Condiciones de Vida- National Survey on Livelihood Conditions
FOKUS	Forum for Women and Development Forum
FUNGUA	Guatemala Foundation
GGM	Guatemalan Women's Group
IDPP	Institute of Public Criminal Defence
IEPADES	Teaching Institute for Sustainable Development
INACIF	National Institute of Forensic Sciences
MFA	Ministry of Foreign Affairs
MINGOB	Ministry of the Interior
MOPSIC	Comprehensive Community Security Police Model
MP	Public Ministry
MTM	Women Transforming the World
NGO	Non-Governmental Organisation
NIS	National Institute for Statistics
INGO	International Non-Governmental Organization
NMFA	Norwegian Ministry of Foreign Affairs
OAV	Office of Assistance to Victims
OECD DAC Committee	Organisation for Economic Co-operation and Development's Development Assistance
OJ	Judicial Branch
PNC	National Civil Police

POA	Annual Operating Plan
RENAP	National Registry of Persons
SEPREM	Presidential Secretariat for Women
SPD	Sub Directorate of Crime Prevention
UNAMG	National Union of Guatemalan Women
VCM	Violence Against Women

Executive Summary

This evaluation has as its main objective to examine the “Strengthening Gender and Indigenous Women’s Perspective in the National Civil Police (PNC), Guatemala (2015-2018)” programme.

More specifically the assignment has a was threefold objective:

1. Assess and analyse the degree to which the programme has reached, or is in process of reaching, its goals and potential impact.
2. Assess and analyse to which degree the programme’s organisational model (structure, methodology, and financial resources) has contributed to reaching the set goals, including the contributions of each organisation – partners, Norwegian Church Aid (NCA) and the Forum for Women and Development (FOKUS).
3. Give strategic recommendations (including on multicultural and gender approaches) to FOKUS and the partners for future development of the programme. Document best practices and lessons learned.

This evaluation was conducted by a two-person core team between December 2017 and March 2018. The approach taken combined the use of document review and the collection of original data through interviews and focus groups; and was anchored on four different but complementary approaches. These included utilisation-focused evaluation, equity-focused evaluation, feminist evaluation, and the human rights-based approach. Following data collection, and discussions with the client, it was jointly decided that the synthesis document should take a forward-looking view and focus its attention on learning and constructive critique rather than on the strict response to evaluation questions.

The evaluation overall found, first, that there is a clear need to support women, and indigenous minorities, in aspects related to their victimization through gender-based violence and access to justice. From this perspective the programme is highly relevant. It was also found that the degree to which individual interventions may be able to successfully lead to the expected results was unclear. This lack of clarity stemmed primarily from a lack of documentation, assessment and analysis of key information. A key lesson that emerges from this is the fundamental need for both a log frame and a theory of change which are detailed and leave limited room for interpretation.

Second, overall finding has been that consortium members by and large did not capitalize on the collective knowledge held by the consortium. In turn this has meant that thus far the benefits of having a consortium have not been materialized. The reasons for this are multiple, but generally can be explained contextually. In short it means that as the programme moves forward there may be a key opportunity now to really reap the benefits of having developed a consortium in the first place.

Third, there are clear questions regarding the institutional commitment by the National Civilian Police. This shortcoming is one that cannot be ignored. However, recognising it should not mean no longer working with the Police, but rather finding effective ways of doing so.

Fourth, it was apparent that the focus on multiculturalism was underdeveloped. The need to address the issue is well known by the parties to the consortia, as is the fact that the PNC has limited knowledge and experience addressing multiculturalism in a concerted and effective manner, as the context requires. There are limited indications that organizations engaged in the programme have made specific efforts to ensure that their interventions are sensitive to ethnic related needs. Indeed, the impression gained by the evaluation team is that multiculturalism is not given specific time and attention and rather is seen as a generic thematic requirement that must be included. However, interviews with AGIMS, and AGIMS beneficiaries, who are ethnic minorities, suggests that multiculturalism is not simply a question of “recognition and inclusion”, but requires that service deliverers understand the realities and conditions

faced by ethnic minorities, recognise these challenges, and identify mechanism to address them in a way that empowers end users.

It is important to underscore that by and large partners conducted tasks expected and reported upon these. Hence it is important to underscore that the challenges encountered are not at implementation level, but rather at conceptual level. These shortcomings aside there is clear potential for this programme and noted opportunities to resolve noted shortcomings. It is well noted that the organizations and individuals involved bring considerable capacity to the table and with it a notable opportunity to enact considerable change.

The detailed recommendations generated through the evaluation process as detailed overleaf:

1. Establish political dialogue, lobbying, and discussion – as well as a space for intra- and inter-institutional coordination – between the PNC and the consortium. This would allow for a clearer assessment of political commitment to the consortium’s objectives. This does not necessarily need to mean that one person or one organisation liaises with the PNC, but it does mean that consortium partners should approach the PNC with a single voice, that the PNC (at all levels engaged) is aware that the consortium exists, and that other consortium partners are engaged with other activities. This also requires efforts to support coordination within the PNC.
2. Carry out an assessment of the level of success needed for individual interventions in order to achieve the programme’s overall objective. For example, how many individuals need to be trained in any one field to achieve change, and what key elements of curriculum change at the PNC Academy will be required to achieve change? This will help determine if the activities are worth pursuing or if others should be pursued.
3. Clearly examine advocacy efforts and the degree to which they have been able to, or have the potential to, generate change. This evaluation’s findings suggest that the impact was limited, but the data collected were also limited and hence inconclusive.
4. Develop a clear ToC and define objectives that are narrower and less open to interpretation. This will ensure that partners within the consortium work together and capitalise on each other’s knowledge and that outcomes can be traced more easily. This process needs to include the identification of goals (objectives), starting points and examine all the “if” factors that lie between. The ToC development process can be directly tied to a pro-con study of different intervention activities/modalities. This process should be undertaken by consortia partners, but may require the support of an experienced evaluator/researcher who knows how to develop these tools and who can be critical in his/her line of questioning to enable the development of a realistic product.
5. Ensure that M&E tools are developed and used that measure not only the individual activities conducted but also their respective impact. Ensure that the consortium has the support needed to manage its M&E obligations.
6. Ensure that the coordinator has the time and authority required to effectively coordinate activities. This should include a very detailed definitions of tasks, including how FOKUS understands the tasks currently in the contract. The tasks and responsibilities of the coordinator should be detailed in a document that is included in the contract with consortium partners so that all concerned have a detailed understanding of the rights and obligations of the coordinator and their own. This should include, for example, oversight over a detailed consortium activity calendar that permits coordinator involvement, oversight and ensures inter-institutional collaboration is considered consistently.

7. Bring together consortium partners to analyse the data collected on activities undertaken and develop a results framework and ToC that respond to the realities on the ground, provide a clear vision on and path to success, and capitalise on every institution's skills and knowledge. This opportunity should be used to examine all activities and conduct pro-and-con analyses that challenges the status quo.
8. Ensure that all efforts and deliverables use the wealth of knowledge existing within the consortium. Specifically, when it comes to multiculturalism, the knowledge of AGIMS should be used to support the activities of all other actors. In a next phase it will be important that partners to the consortia ensure that their collective, and individual, understandings of multiculturalism derived challenges are better understood and addressed. Ethnicity is not just about responding to those who are vulnerable (ethnic minorities), but rather about finding ways to provide services in a way that is empowering and leads to a more equitable environment.
9. Reassess the partnership model to allow parties to the consortium to more effectively collaborate. Overall, this is the single most important recommendation. Since there is limited experience on this, it is suggested that FOKUS invest time and attention on team-building and on developing and conceptualising a programme that is collectively owned by all parties. The above recommendations can lead to this process, but it will be important that FOKUS recognise collaboration amongst partners as an outcome in its own right. Tied to this, FOKUS should invest in team development and in developing tools and strategies such as support for integrative thinking, which may enable the identification of new and innovative approaches to respond to the challenges faced in Guatemala. Guatemala is a complex environment, and hence it is clear that innovative solutions need to be identified to respond to the local needs.
10. Conduct a sector-specific activity mapping to assess the FOKUS intervention's positioning and ensure that the work by the consortium complements, not duplicates, other efforts.

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1. Introduction

The assignment's initial objectives were threefold, but an additional overarching question was added during the inception phase. In pursuit of the initial objectives, the terms of reference detailed 15 specific questions; three more questions were added under the additional overarching question. The overall objectives and evaluation questions have been anchored on the five Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD DAC) evaluation criteria¹: relevance, effectiveness, efficiency, impact, and sustainability. The assignment's objectives are listed below, including the questions associated with each objective and the relevant OECD DAC criteria associated with each question.

4. Assess and analyse the degree to which the programme has reached, or is in process of reaching, its goals and potential impact.
 - Effectiveness/Impact: What results can be observed at this stage (based on the programme's expected outcome and outputs)?
 - Impact: What is the potential impact of the programme?
 - Impact: Are there unforeseen and unintended positive impacts on final beneficiaries? Assess the strengthening/capacity development of the implementing organisations.
 - Impact: If there have been negative impacts on the target population, has the programme taken appropriate measures to mitigate them? What are the lessons learned in addressing the outcome and outputs of the programme and in overcoming cooperation challenges?
 - Impact/Sustainability: Assess how the programme contributes to capacity development and to strengthening the multicultural perspective in the national police, as well as among the implementing organisations.
5. Assess and analyse to which degree the programme's organisational model (structure, methodology, and financial resources) has contributed to reaching the set goals, including the contributions of each organisation – partners, Norwegian Church Aid (NCA) and the Forum for Women and Development (FOKUS).
 - Effectiveness: What are the strategies used in the programme, and how do they relate to the achievement or non-achievement of results? Assess how the results achieved in the programme relate to the intervention.
 - Effectiveness: Are the implemented strategy/methods and selected partners the most appropriate?
 - Efficiency: How is the programme's financial management in line with the contract requirements? Have the financial resources been sufficient?
 - Efficiency: Could the programme have been implemented with fewer resources without reducing the quality and quantity of the results?
 - Efficiency: How has programme implementation ensured efficient use of resources?
 - Relevance: What is the added value of the programme's organisational model (FOKUS, consultant, and implementing partners)?
6. Give strategic recommendations (including on multicultural and gender approaches) to FOKUS and the

¹ <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

partners for future development of the programme. Document best practices and lessons learned.

- Effectiveness/Impact: Can any best practices be documented? Give examples and discuss external factors that may be partly attributed to observed change.
- Relevance/Impact: How have multicultural and gender perspectives been addressed in the programme? Give the best examples, and assess challenges. How can this work improve?
- Sustainability: What is the main challenge for achieving organisational and political sustainability? To what extent is the programme supported by the national civil police and well integrated?
- Effectiveness: How can monitoring of the programme be improved?
- Relevance: Are the programme's objectives adequately addressing the political context and main issues of women in Guatemala? Is the programme an adequate solution to challenges in the national civil police in Guatemala?

As noted above, during the inception period, an additional line of inquiry was added:

7. *When data are insufficient to adequately assess progress, the evaluation team will examine what type of information could be gathered in order to facilitate the assessment of progress in the future.*
 - *Relevance: What type of data could demonstrate progress made?*
 - *Relevance: What type of data could be reasonably collected?*
 - *Relevance: Are there baseline data and/or analysis that must be gathered first?*

The above questions are very much aligned with a traditional evaluation. During the evaluation process, and in close consultation with the client (FOKUS), it was agreed that the evaluation process would be more beneficial and constructive if the focus shifted slightly towards identifying learning opportunities rather than concentrating strictly on responding to the questions in the terms of reference and on the resulting conclusions.

1.1. Methodology

This evaluation was conducted between December 2017 and March 2018 by a team of two core consultants and a quality assurer. The assignment included multiple data collection approaches and a one-week field visit to Guatemala.

The evaluation was anchored on four different but complementary approaches: **utilisation-focused evaluation,² equity-focused evaluation,³ feminist evaluation,⁴ and the human rights-based approach.**

These approaches have emerged throughout the evaluation in multiple domains:

- a) **Engagement with the client and partners:** The evaluation team engaged with the client and partners at multiple stages during the assignment. During the field visit, this included a presentation of preliminary findings and related discussion. With the client specifically, the evaluation process included discussions during the inception period to ensure a common understanding of the assignment objectives, as well as close engagement during data analysis. A key objective of discussions between the evaluators and the client at later stages of the process was how to best use the collected data and ensure that information would be presented in a constructive, forward-looking manner.
- b) **Selection of respondent groups:** During data collection, the evaluation team conducted both key

² Patton, Michael Quinn (2008), *Utilization-Focused Evaluation (4th ed.)*, Sage.

³ See http://mymande.org/human_rights_front?q=defining_equity_focused_evaluations

⁴ See http://www.betterevaluation.org/en/themes/feminist_evaluation

interviews and focus groups with beneficiaries. The evaluation team did not directly control focus group composition; rather, partners were asked to select beneficiary groups meeting a number of diverse criteria. In some cases, such as engaging staff from Offices of Assistance to Victims (OAVs), the number of available staff was limited because most police were on holiday following the holiday season. These limitations in respondent selection were out of partners' control, and efforts were successful overall in bringing together staff from multiple offices and with diverse backgrounds. In terms of beneficiaries of victim support services, focus group participants also varied in age, ethnicity, socioeconomic background, current socioeconomic status, and experiences of survivorship. This allowed for data collection to incorporate a broad range of experiences. In addition, the key respondents and focus groups were asked about how to ensure that the entire target population is equitably supported. The evaluation team feels fairly confident that the collected data represent the experiences of beneficiaries more broadly and not only those of individuals participating in the data collection process.

- c) **Engagement with respondents:** The evaluation team used an open approach to data collection, with discussions often not based on a question-and-answer format but rather used as an opportunity for reflection (data collection tools can be found in annex 4). This approach was specifically useful when engaging with National Civil Police (PNC) staff. The main objective was not only to collect information about programme or activity experiences, but also to examine these experiences' context and impact more broadly. Overall, data collection was an interactive discussion process.
- d) **The process:** An effort was made throughout the assignment to ensure that the data collection, analysis, and write-up were **responsive, reflective, inclusive, empowering, and participatory**.
 - a. **Responsive:** The evaluation team started from the premise that the programme was implemented in the real world. Therefore, progress was not simply measured against a standard; rather, efforts were made to understand how things progressed. This in turn led to a shift in focus from strictly responding to evaluation questions to asking what could be learned from the experience and what could be improved in a follow-up phase.
 - b. **Reflective:** Following this, the evaluation team adopted the position that there are no right or wrong approaches. Rather, each effort needs to be understood within its own context and explored to see what could be learned, how the effort could be adapted, and what could be changed to improve future efforts.
 - c. **Inclusive:** The evaluation team engaged with the evaluated parties during data collection and shared preliminary observations and understandings. When interviewing beneficiaries, the evaluation team made efforts to explain how the data shared were likely to be used and their utility. With the client, there were multiple opportunities for the evaluation team to discuss both the findings and the process. This means this document should reflect discussions and exchanges throughout the evaluation process.
 - d. **Empowering:** This report takes an empowering perspective. Hence, while critical at some points, it aims to find opportunities for growth and improvement from experiences that have not yielded the expected results. Similarly, it identifies successes to stress what has been achieved and explore its potential for replication. In this way, the critiques in this report are presented with the aim of informing and enabling positive growth.
 - e. **Participatory:** Data were collected using an engaging, participatory approach, and importantly, partners and the client were engaged in discussing findings. This included a presentation of preliminary findings with partners in Guatemala and with FOKUS. In addition, while collecting data from end beneficiaries, the evaluation team paid specific attention to not only collecting

but also analysing the data collected. This involved specifically asking respondents to interpret the information collected; examples included police being engaged in discussions about how their training influenced them individually and professionally, as well as women survivors of violence being asked how support they received influenced their lives. This led to the identification of findings not strictly aligned with the project objectives. Within data collection, specific attention was paid to ethnicity and gender constructions and realities. Efforts were made to address the conditions and realities faced by women, including how their gender affects these conditions, as well as the role played by ethnicity. This meant that gender and multicultural constructions were discussed with all groups of beneficiaries, including PNC staff and survivors of violence. The result of this approach to inquiry has been that beneficiaries and not evaluators have determined the meaning of gender constructions.

Additionally, data were collected by reviewing documents, interviewing key staff, and conducting a number of focus groups with beneficiaries. A list of individuals engaged in interviews and discussions can be found in annex 2, while annex 4 includes the tools used for data collection.

1.2 The Guatemalan Context

Keeping with the approach taken for this assignment, the evaluation team considered understanding the context surrounding programme implementation and the programme's history to be key elements in assessing the programme experience. Therefore, this section discusses the Guatemalan context and the factors that have influenced – or could have influenced – programme implementation.

1.2.1 Social Context

According to the National Institute for Statistics (NIS), Guatemala had a population of 16,176,133 in 2015, of which 49% were men and 51% were women. Although women are the majority of the population, they continue to face systematic barriers related to labour opportunities, social and economic practices, and general asymmetries in power between men and women.

The gender imbalance has shaped linguistic, socioeconomic, religious, and political practices in Guatemala. In fact, gender determines much of women's lives in the country independent of their social, ethnic, cultural, political, or economic personal realities. Overall, this manifests through an unequal ability to access decision-making power and secure personal agency.

According to the National Survey on Livelihood Conditions (ENCOVI) 2014 59.3% of Guatemala's population live in poverty and almost four in five indigenous people live in poverty. Moreover, between 2014 and 2016, extreme poverty grew by 8.1%. The National Institute for Statistics reported in 2016 that the monthly cost of basic goods for a household was Q7,186.18 (Q239.54 daily) while the average monthly income was estimated at Q2,131.00 per person – with women's income often less, estimated at Q1,862.00 (approximately 400 quetzals less than men). Furthermore, according to the Economic Commission for Latin America and the Caribbean, 51% of Guatemalan women did not have an independent source of income in 2014.

The economy and general access to resources are of central importance to this project intervention for a number of reasons. Women's economic dependence makes it difficult for them to escape violent relationships, meaning considerable physical violence goes unreported because women fear losing economic stability. Additionally, much of the violence that women face has direct economic implications.

Indeed, the majority of the violence reported by survivors in the focus groups was economic violence; their former or current husbands or partners did not contribute to their welfare or that of their children.

Understanding the economic hardships experienced by women generally – and specifically by indigenous women who are often the most vulnerable (due to, for example, limited or no formal education, Spanish-language skills, or experience living outside their social context) – provides essential context that organisations working with the police and survivors of violence must understand to better respond to existing needs.

1.2.2 Access to Justice and Indigenous Women Victims of Violence

As part of Guatemala’s 36-year internal conflict (1960-1996), the Guatemalan army committed serious human rights violations. At the time, any person who disagreed with or impeded economic plans promoted by the military dictatorship, which colluded with the local oligarchy, was classified as an enemy of the state. Often, those victimised were indigenous populations. The peace accords signed in 1996 emphasised the protection of human rights and initiatives to clarify and construct a historical memory of Guatemalan women’s experiences. Within this context, the Sepur Zarco trial – which tried perpetrators of rape against indigenous women in the context of the conflict – was a historic step in the struggle to achieve justice for women generally and for Q’eqchi women specifically. The resulting conviction had a profound impact, but the hardships that continue to be faced by indigenous populations in Guatemala should not be overlooked.

There have been clear advances in the development of legal and legislative frameworks addressing violence against women, with key efforts listed below:

1. AN ACT TO PREVENT, PUNISH, AND ERADICATE INTRAFAMILIAL VIOLENCE

The main objectives of **Decree 97-1996 of the Congress of the Republic of Guatemala** are to prevent, process, and resolve complaints related to intrafamilial violence. Although limited to typifying intrafamilial violence and granting security measures, this act was an important step forward at the time of its passage. Based on this legislation and the ratification of the Convention of Belém do Pará (1994), the National Coordinator for the Prevention of Domestic Violence and Violence against Women was created, which (among other issues) was responsible for defining and carrying out the National Plan for the Prevention and Eradication of Domestic Violence and Violence against Women 2004-2014.

2. LAW AGAINST FEMICIDE AND OTHER FORMS OF VIOLENCE AGAINST WOMEN

Decree 22-2008 of the Congress of the Republic of Guatemala essentially serves to approve the law against femicide and other forms of violence against women; it is currently in force. In addition – and in accordance with the Declaration of Human Rights, which have been accepted and ratified by Guatemala – the state is responsible for guaranteeing life and security.

The document have delineated the parameters under which femicide, violence against women (physical, sexual, and psychological), and economic violence against women are defined and understood. This law has enabled a paradigm shift within Guatemala that has aligned national thinking with international and regional human rights standards, as well as enabled the creation of specialised justice bodies in the field. Currently, there are femicide courts and tribunals in 11 of the country’s 23 departments, including three created in 2010 in Guatemala City, Chiquimula, and Quetzaltenango, two created in Huehuetenango and

Alta Verapaz in 2012, and six created in Escuintla, Izabal, Petén, Sololá, San Marcos, and Quiché in 2013 and 2014.

3. LAW AGAINST SEXUAL VIOLENCE, EXPLOITATION, AND TRAFFICKING IN PERSONS

Decree 9-2009 of the Congress of the Republic of Guatemala details a law, which is still in force, aiming to prevent, repress, punish, and eradicate sexual violence, exploitation, and trafficking of persons, as well as provide care, protection, and compensation for victims. This law allowed other forms of violence to be addressed, including sexual exploitation and trafficking in persons linked with drug trafficking and other illicit crimes.

However, despite the legislative frameworks in favour of Guatemalan women, violence against women remains an enduring reality and challenge limiting women’s development and their full engagement in the democratic process. Indeed, sexual violence and adolescent pregnancy remain problematic. According to the Observatory of Sexual and Reproductive Health, 1,103 children were registered as born to mothers aged 10 to 14 between January and July 2016 – despite the fact that having sexual relations with a child aged 14 or younger is a crime. Additionally, 37,655 children were born to mothers aged 15 to 19 in the same time period.

Moreover, the Guatemalan Women's Group’s (GGM’s) annual Report of Violent Women's Deaths for 2016 reported that year registered more female victims and excessive cruelty than previous years. In 2016, 711 women died violently, eight more than the previous year despite an overall decrease in violent deaths. While it is essential to recognise that data are merely indicative – due to key challenges with data collection, changes in statistics do not necessarily mean an actual increase or decrease has occurred – collecting and reporting these figures are an important step towards generating accountability.

Within the framework of the peace accords, there is space to address and respond to violence against women. However, the degree to which this has been done successfully leaves much to be desired. In addition, existing legislation focuses primarily on physical violence, which is closely tied to economic realities. Adding to the complexity, the existence of legislation does not guarantee its implementation. While the PNC is a post-war organisation intended to align with a ‘new normal’, the reality is that many of the staff – and many of the approaches to working with the population, as well as the issues permeating throughout society such as sexism and racism – have remained the same. This means that while there is legislation that can be used to anchor and lend legitimacy to the activities of the FOKUS-funded intervention, the existence of legislation must not be misunderstood as its implementation.

1.3 History of the Programme

It is important to underscore that for FOKUS, this programme is firmly rooted in the Strategy 2017-2021. Indeed, the programme can be understood as including all of the strategy’s thematic areas in some capacity. It is also important to highlight that the programme fits well into FOKUS’ overall theory of change (ToC). However, assessing how the programme could contribute specifically to change within the FOKUS ToC would require a detailed, programme-specific ToC, which is currently unavailable.

Additionally, according to the data collected during interviews with multiple current and former FOKUS staff, multiple factors led to the intervention under evaluation. FOKUS provided support for a

successful programme with similar objectives executed in South Africa.⁵ Following this success and the recognition within FOKUS that Guatemala experienced similar challenges, a decision was made to support a similar engagement in Guatemala.

FOKUS first commissioned a study on the PNC's role and its shortcomings in terms of its ability to address gender and ethnic concerns.⁶ At the time, FOKUS already had a strong engagement in Guatemala and hence decided to bring together its existing partners, as well as other potentially interested parties. To identify parties willing to engage in the programme and that could support its main concepts, FOKUS held a number of discussions with existing and potential partners on ideas for the programme. These discussions were followed by an invitation to potential partners to develop proposals detailing the role that they could individually play within the programme.⁷

Beyond the general outline of these initial stages, there were multiple accounts of how the initial process was executed, specifically in terms of level of engagement. Although the accounts vary, it seems apparent that the four organisations that ultimately joined the programme did not exercise full ownership of the programme during its initial development. This is not to say that the individual organisations did not exercise ownership over their own respective elements; rather, they did not at the onset – and do not currently – fully exercise ownership over the programme as a whole.⁸

There are multiple reasons behind this lack of ownership. Some respondents stressed that in Guatemala there is a very limited history of inter-organisational collaboration among non-governmental organisations (NGOs). Some of the respondents interviewed during this assignment emphasised that NGOs often fear that sharing their ideas, approaches, and concepts may lead to more competition and in turn mean fewer financial resources. Additionally, some respondents posited that there is a culture of mistrust emerging from the country's long conflict. Regardless of the root cause, the evidence collected suggests that the institutions did not emphasise the collaborative nature of the engagement, but rather what they each received financially and was tasked with independently (activities). It is important to stress that while this dynamic has impacted the programme thus far, the programme itself can be seen as an opportunity for change. Indeed, it has created an opportunity to shift these perspectives and approaches in the future (see the 'Recommendations' section). The programme-level collaboration in recent years has provided an opportunity to challenge the status quo and explore possibilities for actual collaborative work.

Moreover, the programme was designed in a way that easily allowed for the division of tasks among actors. The individual partners largely focused on activities that were more or less tied to specific areas in which they hold considerable competence. Moreover, their activities in some cases fit into broader areas or programmes of their own.⁹ The end result has been that the individual initiatives that are part of the FOKUS programme are also part of other larger programmes run by individual partners. For the FOKUS-funded programme, the evidence collected demonstrates that, with limited exceptions, the consortium is used by partners as an opportunity to loosely engage with other organisations, not as a joint effort for which individual partners' skills and expertise are utilised to

⁵ Given the time lapse since the program in South Africa received funding, it was not possible to attain documentation or details on this programme to compare its similarities to and differences from the intervention in Guatemala.

⁶ Méndez Gutiérrez, Luz. La erradicación de la violencia contra las mujeres y el papel de la Policía Nacional Civil. Guatemala: F&G Editores / Fokus, noviembre de 2013.

⁷ While partners were asked for the initial proposals, these proposals were not made available.

⁸ As comments to this report, one organisation objected to this assertion, but the evaluation team was not provided with evidence for this objection either during data collection or as part of the comments. Therefore, the assertion is maintained.

⁹ Individual organisations mentioned this point, but reviewing said programmes was outside the scope of this evaluation. The consultants did not have the authority to collect data on broader programmes since this is not in the collaboration agreements and therefore not reported to FOKUS.

collectively better address the challenges they may confront.

Overall, it is clear that all activities target a broad common objective and that all of the organisations involved and activities conducted aim to respond to said objective. However, the programme thus far has not been able to capitalise on individual institutions’ knowledge because of a lack of solid collaboration at the activity level.

The results framework has also had a tumultuous history. There are different perspectives on how the document came about, but what is apparent is that the majority of information it contains lacks clear parameters for engagement that allow for verifiable measurement of progress. These loose descriptions and definitions allow partners considerable latitude in how elements are defined and understood.

1.4 Programme Partnership Model

According to interviewees involved in developing and supporting the programme, the programme model was initially conceptualised as a collaborative of local institutions demonstrating clear capacity in distinct but complementary fields.¹⁰ With NCA providing technical support (specifically for monitoring and evaluation (M&E)) and administrative support, external consultants assisting in start-up, and FOKUS providing further support from headquarters and a coordinator. In addition, four partner institutions which could jointly mount a concerted effort to improve women’s access to justice – specifically in terms of gender-based violence (GBV) – with a focus on gender and ethnicity as central anchors were brought on board. Consultants were also engaged to provide targeted support in different areas, including conceptualisation, determining a baseline, and monitoring. The intervention model was designed as an interconnected two-prong approach to achieve a common end result (see figure 1): by supporting the PNC to develop and strengthen approaches on GBV response and by supporting survivors of violence, the programme could improve overall access to justice for the target group.

Figure 1. Intervention Model

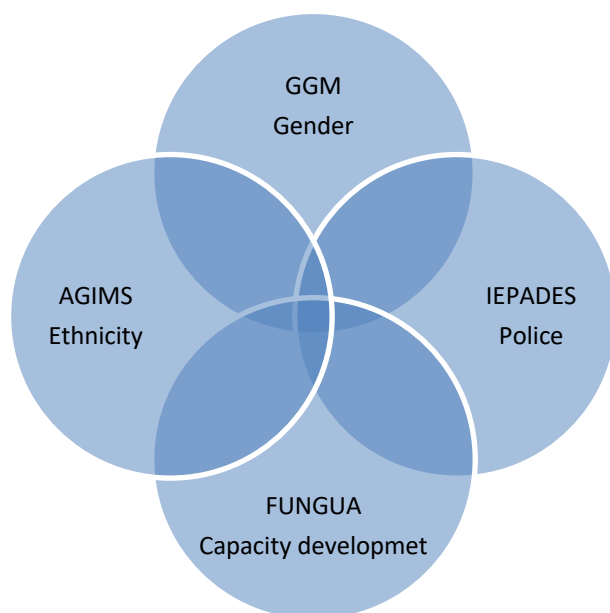


The relationships among institutions was conceptualised as a collaboration capitalising on partners’ strengths. This could be understood as all parties having an area for which their competence was particularly strong, and hence – when combined – the end result would be an integrated response (see figure 2). As figure 2 highlights, the Teaching Institute for Sustainable Development (IEPADES) has considerable capacity on police engagement; the Guatemala Foundation (FUNGUA) is experienced in capacity development, GGM in issues related to rights and gender, and the Guatemalan Integral Association of Sanjuaneras Women (AGIMS) in working with indigenous women. This does not mean that

¹⁰ This does not mean that the organisations chosen did not have capacities that overlapped but rather that focus was placed on complementarity.

individual organisations do not have other capacities or that organisations’ capacities do not overlap, but rather that all parties having an ‘area of competence’ allowed for solid complementarity. The focus on complementarity also suggests that during programme development, there would be multiple complexities encountered.

Figure 2 Integrated response model



The idea of bringing together institutions that had particular areas for which their skills sets were unparalleled was intended to ensure that each activity benefited from each institution’s knowledge. However, in reality, the intervention was much more fragmented and siloed than conceptualised (figure 2). This is demonstrated by how organisations describe their engagement both verbally and in documents, as well as by how beneficiaries explain the activities carried out. The inability to articulate the core concept early in the programme can be attributed to a number of historical factors (see section 1.2). Still, this shortcoming should not be understood as a permanent inability to

enact the model. Rather, as the programme moves into a new stage, there are opportunities for learning, engagement, and reassessment that can lead to a much more integrated implementation approach.

Moreover, the log frame did not highlight the importance of collaboration; in fact, it has facilitated the compartmentalisation of activities. This was compounded by the lack of a clear and detailed ToC, which led to ample room for interpretation regarding how to implement activities and meant there was no tool that called for a systematic discussion on risks or discussed how to mitigate them. This experience highlights the importance of tools such as a log frame and ToC in the implementation of programmes, particularly complex engagements in complex environments (see the ‘Recommendations’ section).

In addition to the roles played by the four consortium partners (IEPADES, FUNGUA, GGM, and AGIMS), a number of observations can be made regarding NCA’s role as a technical advisor and FOKUS’ role as both a donor and advisor. First, NCA’s role – specifically in terms of M&E – was important. NCA had an office in Guatemala, and it made efforts to develop M&E tools and conduct trainings on their use. This ended, however, when NCA closed its offices in Guatemala, and there is no evidence that the tools developed have been used; indeed, the evidence collected suggest that in terms of M&E, closing the NCA office left a void that has yet to be fully filled.

For its part, FOKUS has contracted a locally based part-time coordinator.¹¹ The coordinator's contract clearly specifies the tasks to be undertaken and places specific emphasis on supporting implementation and communication with FOKUS, serving as a focal point for programme activities, supporting linkages among actors, developing operational plans and reporting, and serving as the link to NCA. However, how these tasks have been interpreted and completed has varied.¹² The position has been held by two individuals, both of whom were interviewed during this assignment. Interviews with the current and former coordinator, as well as with other stakeholders and FOKUS staff in Norway, suggest that the activities detailed in the contract between FOKUS and the respective coordinators have been interpreted differently. According to some respondents, the first coordinator played a key role in defining the position. Some also noted that the follow-up of partners by the first coordinator was limited, but it is difficult to assess the degree to which this led to less active collaboration. Regardless of the reason, there was some evidence that partners in the consortium were reticent to share information with the second coordinator when she took office; thus, strengthening relationships among institutional counterparts and even identifying how activities are interconnected was not an easy undertaking. These experiences suggest that the coordinator's mandate must become even more specific to ensure that the objectives of the role are reached. Consortium partners

Box 1: Consortium partners

AGIMS

AGIMS is a women's association that seeks to build a just and equitable country where greater opportunities and dignity are available to all women; its members are known for being strong and independent women. AGIMS has focused considerable attention on the San Juan Sacatepéquez area and on supporting women looking to end violence affecting their lives. AGIMS' efforts on violence reduction have mainly focused on strengthening the capacity and agency of the women they work with; self-determination is thus seen as a basis for women being able to meet their needs. In addition to working directly with women, AGIMS also carries out advocacy work, specifically with the Municipal Development Council. AGIMS' work with the municipality, and its advocacy generally, also focuses on securing women's participation and agency. While a considerable portion of AGIMS' work relates to supporting and accompanying victims of violence and providing a wide range of support services, it has also invested in defending land and territories against extractive exploitation.

FUNGUA

FUNGUA is a Guatemalan civil society organization with members who are feminist women of diverse backgrounds. Its cardinal goal is developing a society that fosters a culture of equality and democracy, which promotes and strengthens the feminist movement. This goal, according to FUNGUA, has strong roots in academia and in a holistic view of society, ethics, and the environment. FUNGUA contributes to its goals through trainings to strengthen and support dialogue between civil society and the state. These efforts aim to promote changes in public policies that are gender-sensitive and promote a culture of justice, equity, and inclusion. Unlike many civil society organizations, FUNGUA is self-sufficient due to its provision of capacity development support.

GGM

GGM is a feminist organization aiming to provide social assistance and to support democratic dialogue on women's issues in Guatemala (Guatemalan Women's Group [GGM], 2014). GGM was established in 1988 as a self-help group, but it has since evolved into developing programmes to further women's rights and social initiatives to build democracy and fight against discrimination and violence against women (GGM, 2014). Two overarching objectives for GGM are repositioning the problem of violence against women in Guatemala and strengthening strategies for empowerment and intervention. In 1997, GGM was united with the Centro de Apoyo Integral para las Mujeres Sobrevivientes de Violencia (CAIMUS, or in English, Comprehensive Support Centre for Women Survivors of Violence), the first temporary shelter for women survivors of violence. Subsequently, the model was created of Integral Attention for Guatemalan Women's Group, which provides specialized, comprehensive services for women victims of violence through a multidisciplinary approach. CAIMUS is a safe and reliable place where women who suffer or have suffered violence find support, information, and advice. These services are provided at no cost and have no requirement or conditions.

IEPADES

IEPADES is an NGO founded in 1991 and associated with the peace process as an institution aiming to support violence reduction. In pursuit of this objective, it has developed programmes to support peace and democracy. It has a strong, lengthy history of working with the state, including the national police, on a wide range of issues (gender among them). Although its focus has not been specifically on gender issues, IEPADES has traditionally anchored its activities on research results. In addition to working with state actors and providing them with training, IEPADES has also engaged in campaign development.

¹¹ Since March 2018, after data were collected for this assignment, the coordinator has been employed full time.

¹² Source: Contract between FOKUS and the coordinator for each of the two coordinators. Both contracts highlight the same key activities.

highlighted the value they place on the position and stressed that their understanding of the role is clear; however, the different experiences recounted to the evaluation team suggest that there are different interpretations on what exactly the coordinator has the right to engage in, as well as when and for what purpose agencies may act independently and withhold information (see the ‘Recommendations’ section).

In addition to the parties to the programme, there is the PNC, which has its own dynamics and presents its own challenges. It is important, therefore, to highlight some key institutional attributes of the PNC that can and have affected the programme.

The PNC was created as part of the 1996 Peace Accords with the goal of moving away from the militarisation of the police and establishing a police force adept to the realities of a democratic process. Within this context, the PNC is responsible for protecting citizens’ lives and security, maintaining public order, preventing and investigating crime, and promptly and transparently administering justice; these could not be guaranteed without the proper re-structuring of public security forces. This new model and its implementation were understood as a fundamental part of strengthening civilian power. According to the revised constitution, the functions and main characteristics of the police are of a:

‘... professional and hierarchical institution. It is the only armed police body with national competence whose function is to protect and guarantee the exercise of the rights and liberties of the people, to prevent, investigate and combat crime, and to maintain public order and internal security. It conducts its actions with strict adherence to respect for human rights and under the direction of civil authorities. The law will regulate the requirements and the form of admission to the police career, promotions, transfers, disciplinary sanctions to the officials and employees included in it and the other issues inherent to the functioning of the National Civil Police.’

While this step identifying the need for a new police force must be commended, the transition and development of this force have not met all of their objectives thus far. The PNC has been very unstable at the political, operational, and administrative levels due to changes within the Ministry of the Interior and within the PNC itself. These changes have not favoured the monitoring and institutionalisation of public policies in the area of security. From 2015 to 2018, the minister of the interior and general director of the PNC have changed four times; in some cases, their removal has been a direct result of engagement in criminal and/or administrative violations of the law. These shifts have negatively impacted programme-level efforts and institutional buy-in. It is also important to underscore that the PNC is a 40,000-person-strong institution, which according to many of those interviewed does not have a policy of systematically valuing its staff and staff competencies. This in turn means that developing individuals’ capacity does not automatically result in staff being placed in positions where they may use this increased capacity.

On one hand, these changes and instabilities have affected the efficient and effective implementation of some of the activities in the programme under review. On the other hand, these challenges should be expected and thus should have been considered in the programme’s design and its mechanisms to limit their impact on programme activities. This is specifically important in terms of determining efficiency, effectiveness, impact, and sustainability.

1.5 Programme Implementation Model/Objective

Overall, the programme seeks to ***improve access to justice for victims of GBV in Guatemala***. In pursuit of this objective, the programme has taken a two-pronged approach introduced in

section 1.4. Mainly, this has meant working with the PNC to improve its approach to working with and addressing the needs of survivors of violence, as well as supporting survivors of violence in gaining access to justice while ensuring their safety and attainment of basic needs such as food, shelter, and protection.

Under this overall outcome, the programme pursued five specific outputs:

<i>Outcome: Improved access to justice for victims of GBV in Guatemala</i>
<i>Output 1: Gender and ethnic perspectives are strengthened in the PNC.</i>
<i>Output 2: The PNC improves its tools and techniques for addressing violence against women.</i>
<i>Output 3: Comprehensive plan to respond to cases of violence against women to be used by the PNC's OAV is developed and tested.</i>
<i>Output 4: Women survivors of GBV are provided legal and psychological support by Mujeres Transformando el Mundo (MTM, or in English, Women Transforming the World).</i>
<i>Output 5: Survivors of violence have the right to integral reparation.</i>

Outputs 4 and 5 were excluded from this review, as these efforts were the responsibility of an organisation not included in the assessment (MTM).

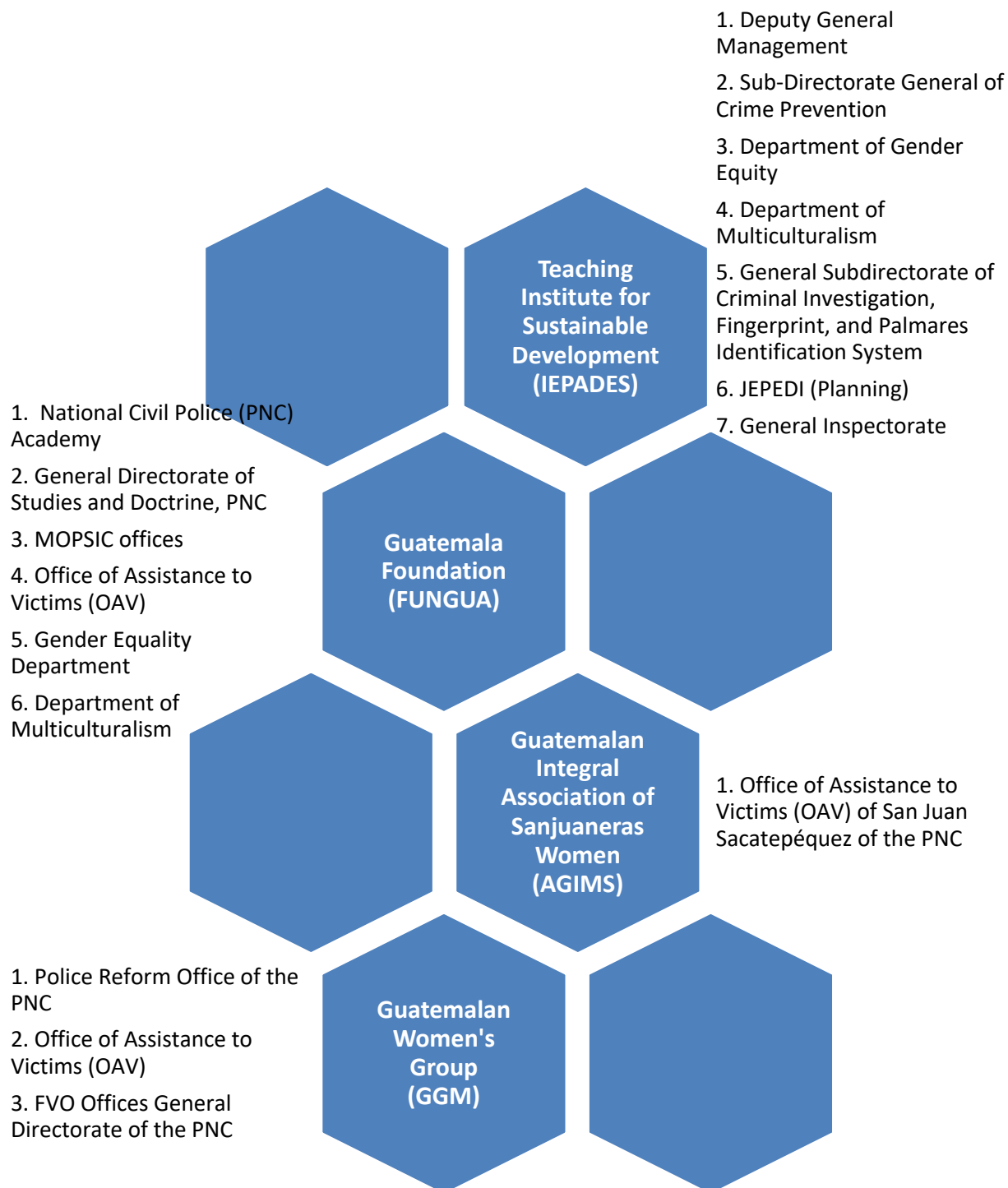
The programme log frame places considerable focus on outputs, specifically the delivery of courses and documents, and less focus on how delivering products and services could lead to the overall outcome. A review of documentation found that progress markers are tied to the delivery of goods and services rather than to an assessment of their impact. For example, there is an implicit assumption that delivering workshops and trainings will generate change, that exchange will lead to modifications in current ways of working, and so forth. The same can be said for conducting campaigns and delivering and approving protocols. However, there is no clear evidence to demonstrate that these assumptions are correct. Indeed, focus groups with training recipients within the PNC highlighted their challenges in implementing knowledge from the training. This is not to say the trainings are not beneficial at some level; rather, available evidence does not demonstrate that these activities can lead to the expected results.

In terms of providing services to survivors of violence, the programme has focused on providing support to individual survivors. While this is important – particularly since there is a clear gap in what the government is currently able to provide – the link between the support provided to the PNC and the support provided to survivors of violence, and how the two work toward broader change, is less clear. Thus far, the programme has filled a gap in service provision, but there is no clear exit plan. It can be assumed that support to survivors of violence will be less necessary if this (and other efforts) succeed in enabling the PNC to more effectively meet demand, but the needs of violence survivors currently met by the programme extend far beyond services provided by the police to include other judicial branch activities (for example: court cases).

It is evident that it is currently necessary to provide services to victims of violence and that the government cannot realistically be expected to meet these needs at this time. Still, even a long-term vision could be a useful exercise to demonstrate the current situation and adequately describe what type of investment will be needed moving forward.

In terms of the operational model, the organisations in the consortium have mainly focused on a variety of issues addressing some of the challenges that currently affect Guatemala. Figure 3 lists the activities that each organisation has been responsible for, as well as highlights that these elements only address some of the existing challenges. This is not intended to insinuate that the intervention should be broader, but simply illustrates that there are many pieces of the puzzle.

Figure 3. Operational Model



2. Outputs/Results

The results of the programme thus far, and responses to specific evaluation questions relative to these results, are presented in this section.

2.1 Programme Output 1: Gender and Ethnic Perspectives are Strengthened in the National Civil Police

This programme result has six result indicators, which are listed in Table 1.

Table 1. Log frame for programme result 1

Output indicator	Sources of verification	Baseline values	Responsible parties
1.1: Number of National Civil Police (PNC) units/departments that know and apply procedures in favour of gender equality and the rights of indigenous people in their institutional framework. (Target: 10 units)	<i>Analysis/surveys, photos, evaluation reports, records and listings</i>	2014: Five units (Crime Prevention Subdivision, Department of Gender Equality, AOV, PNC Academy, and the Commission of Police Reform)	Guatemala Foundation (FUNGUA), Teaching Institute for Sustainable Development (IEPADES)
1.2: Number of PNC units that have strengthened their competence in the implementation of a gender perspective. (Target: 10 units)	<i>Methodological designs, records on instruments designed, specific work reports</i>	2014: Five units (Department of Gender Equality, Multicultural Department, Crime Prevention Subdivision, PNC Academy, and the Police Reform Commission)	FUNGUA, IEPADES
1.3: Number of PNC units that have strengthened their implementation of an indigenous rights perspective. (Target: Five units)	<i>Process reports carried out in the units, listings and photos, methodologies, etc.</i>	2014: Three units (Department of Gender Equality, OAV, and PNC Academy)	FUNGUA, IEPADES
1.4: Number of women and men PNC officials incorporating the perspectives of gender and multiculturalism in their institutional work. (Target: 150 women and 150 men)	<i>Work reports, life stories, disaggregated lists</i>	2014: Zero trained by the programme According to the Department of Gender Equality (2014), 6,928 men and 6,860 women have attended training.	FUNGUA, IEPADES
1.5: An updated policy on gender equality in the PNC including a multicultural approach is under institutional implementation. (Target: one updated policy)	<i>Notes from meetings, reports, policy document, pictures</i>	In December 2014, the Policy for Gender Equality between Men and Women of the PNC was publicly presented by the Commission of Police Reform but not yet institutionalised.	IEPADES
1.6: 50% of the staff of the Multicultural Department in the PNC are certified by the Academy of Mayan Languages as Mayan speakers.	<i>Inter-institutional agreement, certifications generated by ALMG</i>	0% certified	IEPADES

To strengthen capacity within the PNC on gender issues, IEPADES conducted workshops targeting the PNC's Department of Gender Equity. The training included the pre-development and sharing of relevant materials (training and supplementary information). IEPADES noted that although it has intended to provide continued support to the department, this has not been easy to coordinate given administrative and scheduling challenges within the PNC. While this can be understood as a result of simple scheduling issues (and hence overlooked), it is also possible that it indicates the level of priority given to gender and gender-related capacity development within the PNC.

FUNGUA also conducted a series of activities to support the development of institutional capacity. Its focus

largely has centred on introducing trainings within the PNC Academy. In the first half of 2017, FUNGUA focused on developing and promoting a training curriculum. Judging by the reported activities, considerable time and attention were devoted to meetings with relevant authorities. This illustrates that securing buy-in is a lengthy and time-consuming process. Recognising this not only in relation to FUNGUA's work but also more generally is important because it is necessary to expect time lapses and have realistic expectations on processes' length to ensure that objectives are met on schedule. Indeed, some respondents noted that at the time, the programme activities appeared to not have been designed in a way that recognised the lengthy administrative processes required when working with Guatemalan authorities.

Besides supporting the development and inclusion of training into the PNC Academy, FUNGUA has conducted a number of workshops with staff of the PNC, specifically the MOPSIC teams, on gender and multiculturalism.

In addition to capacity development, the review of the gender policy was initiated. IEPADES, a lead agency on this activity, noted that the inclusion of multiculturalism and ethnicity was a serious challenge because the PNC lacks staff with the relevant knowledge. The update report does not mention the capacity that IEPADES or other consortium members could have used to fill the gaps found within the PNC. It was noted by the evaluation team that multiculturalism was not addressed within the activities as an issue of singular importance that required specific attention. This was not a finding specific to IEPADES, but rather general. Indeed in discussions with PNC staff they too noted that there was a very limited understanding of multiculturalism and the challenges ethnicity presents to police work and how to effectively address it. The only exception was the recognition that having language competence is important.

Specifically, on developing the PNC's gender policy, there are many – at times contradictory – points of view. Some argue that the Police Reform Department was actively engaged in amending the policy, while others (including gender experts within the commission) stressed there had not been an organic collaboration between the PNC, the Police Reform Department and the consortium in amending the policy. Moreover, there are multiple arguments on what has led to the delays in the gender policy's approval. While there are multiple, contradictory recollections of the process, what is important to underscore is the need to closely examine the approach taken. Some believed the inclusion of gender into the PNC must match the current institutional culture and not 'rock the boat' too much. Others (the Police Reform Department included) felt it is an opportunity to fundamentally challenge the current system and lay the foundation for real change. The evaluation team is not in a position to make an argument either way, as the data are insufficient to demonstrate the absolute virtue of one approach over the other. However, what is clear is that having the discussion and examining the pros and cons of each approach could be a useful exercise yielding positive results. The evaluation team found that consortium members' arguments on the best way forward were founded on their respective institution's previous approach to the issue. However, it is important to stress that just because something was done a particular way in the past does not mean that it should continue to be done that way going forward. The evaluation team found no documented pro-and-con assessments of the current approach using a systematic assessment of current conditions rather than the replication of past approaches. Therefore, a key element that could support claims of intervention **effectiveness** is missing.

On the provision of legally accepted language services within the PNC, IEPADES notes that they have made efforts to engage with the Mayan Language Centre, but internal challenges within the institution have prevented clear progress. According to the PNC, the OAV still lacks staff who are recognised translators even though it has multiple staff who are fluent in indigenous languages.

Turning to the overall **relevance** of output 1, it is clear that the PNC lacks key capacities in terms of gender, as well as that a solid policy on gender is needed within the PNC and that certified language skills are an important asset (not least because survivors of violence often can only express themselves in languages

other than Spanish). Therefore, at a broader level, output 1 targets areas which are generally weak with the PNC.

However, given consortium partners' extensive and complementary experience on issues relevant to the policy on gender and on the development of curricula, the consortium's knowledge and expertise could have led to richer material – for example, the gaps in knowledge on multiculturalism within the PNC could have been narrowed or closed if AGIMS had been brought on board to support an improved understanding of the issue, considerably improving **efficiency** by making the best possible use of existing resources. The data collected during the evaluation suggest that this principle applies to most, if not all, activities. Indeed, the inclusion of multiculturalism appears to have been largely haphazard; with very little demonstration that the challenges presented by multiculturalism are not limited to a heightened degree of vulnerability and more constrained ability to communicate, but expands far beyond these issues.

Generally, there is no evidence that capacity development efforts have been monitored or evaluated in terms of their reach and potential impact. To ensure **effectiveness**, the focus should not be limited to documenting the delivery of an activity but rather examining its potential impact. For example, while it is useful to have direct feedback from participants on their impressions of training, it is important to know if the trainings lead to actual changes in practice; this requires assessing the use of the knowledge gained, which needs to be conducted after sufficient time has lapsed.

The **impact**, and potential impact, of some activities is far clearer than others. For example, supporting recognised language capacity within the PNC is a relatively straightforward output that is expected to have considerable impact. Indeed, as one police officer illustrated, having certified language competence can be the difference between being able to prosecute a criminal or not; the officer mentioned a particular case in which the defence lawyer successfully had all charges dropped because the police officer who interviewed the survivor, although fluent in the local language, was not a certified translator.

The potential impact of capacity building efforts is harder to establish at this time. Focus group participants who had participated in training (most, but not all being of lower ranks) generally agreed that the capacity they received was valuable but stressed that this new knowledge often falls into a vacuum. Their superiors are not fully aware or supportive of the knowledge gained. Moreover, there was little indication that the training provided thus far has had a 'multiplier effect' within the PNC.

Multiple respondents within and outside of the PNC noted a clear need for a gender policy within the PNC. However, the elements that such a policy should include and the steps required (and timeline) to ensure effective implementation have not been clearly documented. As noted previously, there are diverging views regarding the policy's content and delays in its acceptance. Most problematic is that once the policy exists, it is unclear what will happen. While this is partly contingent on PNC leadership, an assessment of the process prior to investing in developing the policy would have been prudent.

For the implementation of a new curriculum within the PNC Academy, interview respondents both within and outside the PNC highlighted that the trainers at the academy often have roots in the older police force and are accustomed to, and supportive of, approaches that are neither sensitive to gender nor ethnicity. This challenge needs to be closely assessed to determine if efforts can achieve the expected long-term results.

Overall, there is no evidence that the activities undertaken for programme outcome 1 could lead to negative impacts, except perhaps frustration amongst trained police officers who feel that they cannot effectively use the knowledge gained. Moreover, of all the activities under this result, the only one appearing to have a clear, noted **sustainability** is the certification of language competence. The future of the gender policy and what will be required to make it an effective tool are unclear. Moreover, the training of a limited number of officers without a solid replication mechanism appears piecemeal. The

implementing actor notes the limited time since the interventions were implemented (and hence results are difficult to assess), but there is a need to implement activities in a manner that ensures that critical mass is achieved within the PNC, which is a 40,000 person force, and to enact a mechanism to ensure replicability.

2.2 Outcome 2: The PNC Improves its Tools and Techniques for Addressing Violence against Women

This programme result has seven result indicators, which are listed in table 2.

Table 2. Log frame for programme result 2

Output indicator	Sources of verification	Baseline values	Responsible parties
2.1: Number of women and men in National Civil Police (PNC) units trained and informed about the Protocol of Acting for the National Civil Police in Addressing Violence against Women.¹³ (Target: 200 men and women)	<i>Training reports, disaggregated lists, methodologies</i>	2014: Zero trained by the programme <i>According to OAV reports (2014), 123 people (52 men and 71 women) have received training in the protocol.</i>	<i>Teaching Institute for Sustainable Development (IEPADES)</i>
2.2: Proposal submitted to the PNC Inspector General on incorporating disciplinary procedures into the acts on violence and sexual abuse against women within the PNC.	<i>Analysis/surveys, proposals generated, reports, delivery note to the PNC</i>	N/A <i>2014: One study and a Forum for Women and Development (FOKUS) analysis generated some recommendations on the topic.</i>	<i>IEPADES</i>
2.3: New police booklet on citizen services with a gender and multicultural perspective submitted to the PNC.	<i>Police primer</i>	<i>The booklet does not integrate a gender and multicultural perspective.</i>	<i>IEPADES</i>
2.4: Number of statistical reports generated by the Guatemalan Women's Group (GGM) on violent deaths of women, femicides, and cases of violence against women delivered to different units of the PNC. (Target: five statistical reports)	<i>Reports, statistical reports, delivery note to the PNC</i>	<i>Trimestral reports delivered by GGM to the PNC</i>	<i>GGM</i>
2.5: PNC Guatemala and El Salvador exchange good practices on dealing with violence against women and mainstreaming the gender perspective.	<i>Reports, methodological exchange proposals, disaggregated list (sex, village, etc.)</i>	<i>Two exchanges (at the 2014 event 'International Experiences of Incorporation of the Gender Perspective of the PNC' and 'Exchange of Good Police Practices in Latin America')</i>	<i>Guatemala Foundation (FUNGUA)</i>
2.6: The PNC Academy has adopted a methodology on integrating gender and multiculturalism into its curriculum. (Target: three PNC schools have this methodology)	<i>Methodological proposals generated, official delivery notes to the PNC</i>	2013: Zero <i>In 2013, the United Nations Population Fund supported the creation of a 'Basic Guide for Addressing the Gender Perspective in the Training Process of the PNC Academy'</i>	<i>FUNGUA</i>

¹³ Since 2011, the PNC has had a Protocol of Acting in Addressing Violence against Women; however, it was not until 2014 that the protocol became part of the general order and thus started to be recognised within the PNC.

<i>Output indicator</i>	<i>Sources of verification</i>	<i>Baseline values</i>	<i>Responsible parties</i>
		<i>in conjunction with CICAM and DEMI. This is not yet institutionalised in the pensum of the academy.</i>	
2.7: Support material generated for communication purposes within the PNC to prevent and provide a joint institutional response to violence against women. (Target: three themes developed and shared)	<i>Campaigns, material reproduced</i>	<i>There is very little material (as of 2014) developed and adopted by the PNC on issues related to violence.</i>	<i>IPEADES, FUNGUA</i>

In pursuit of this overall objective, a baseline study was conducted to assess the challenges faced by the PNC. IEPADES noted that this baseline study’s findings were stark, particularly in relation to issues of gender discrimination towards female police officers within the PNC (see box 2). IEPADES notes that while progress has been made in discussing the study’s findings, the development – and more importantly, the implementation – of the protocol for responding to violence against women (see output 2.1) will be impossible until it is internally approved by members of the technical working group. This process is necessary before any efforts to implement training on the protocol can be implemented. Alongside efforts to develop and implement the PNC protocol on violence against women, a campaign to highlight gender issues has been fielded within the PNC. However, it is difficult to establish the impact of this process. Focus groups conducted with a limited number of PNC staff suggested that they were only loosely aware of the campaign or of its value/purpose. Respondents said that while they had also received gender training, this training tended to be limited and was not met with an institutional effort to confront gender challenges. Therefore, the knowledge gained was largely beneficial in terms of the attitudes of the person trained. While this impact should not be undervalued, it is quite different than an institution-wide impact.

As with its efforts to support programme output 1, FUNGUA committed considerable resources to gatherings and meetings to secure buy-in for the process and proposed materials. This once again illustrates the time and effort required to secure buy-in. The headway made in terms of developing and introducing curricula has mainly focused on trainers who are interested in the subject matter.

Interviews with PNC Academy personnel revealed divergent views on FUNGUA’s approach thus far – focusing on the staff, primarily women, who wanted to take the training versus streamlining gender as an active component of the overall curricula. Respondents at the academy disagreed on which approach would be more successful. Some felt that FUNGUA’s approach was the most appropriate, as a more radical method would be even more time-consuming, while others felt that this was an opportunity to make

Box 2: Discrimination, gender, and staff-centred management

There appears to be considerable gender discrimination within the PNC. However, there are numerous reports of false claims by female PNC officers against their male colleagues. The number of these which are substantiated false claims is unknown. Interviews conducted with the PNC highlighted the existence of false claims and the lack of a good system to address gender discrimination. False claims were repeatedly discussed by respondents as a proxy demonstration of disproportionate concern about discrimination, but the evaluation team saw no evidence to suggest that the existence (or not) of false claims delegitimises legitimate ones, or even that false claims have been sufficiently substantiated as false, or are accusations of “false claims” another indication of discrimination. What the discussions do show is that there is a tendency to use (substantiated and unsubstantiated) illegitimate claims as an explanation for not considering legitimate ones more carefully – thereby highlighting the need to invest more time and energy in shifting the views and perspectives of PNC staff in relation to their own colleagues.

As pertains to gender relations within the PNC, it was noted that the PNC is designed for a male-personnel population (for example, its uniforms and equipment). Similarly, there are no considerations for supporting family relationships for either couples who are both PNC staff or for individuals. This means that transfers, holidays, etc., do not recognise individuals’ realities and are not designed to facilitate their lives. This applies to women specifically and to the force generally. The end result is a police force that feels undervalued. It was noted that in some cases, officers resort to making false claims to secure better conditions. This is something that could be avoided if the PNC had a more staff-centred approach to management.

fundamental changes to the approach taken by the academy until now. An analysis of the pros and cons of either approach was not available; therefore, it is speculative to assess the merits of the diverging views at this time. Irrespective of which approach may be best suited to change the way PNC personnel are trained, it is important to highlight that gender is already a transversal issue in the existing curricula but this has meant little in terms of actual implementation.

In addition to trainings and internal advocacy, study visits were also conducted in pursuit of programme output 2. Direct beneficiaries warmly welcomed these activities. For the study trips specifically, there were no indications that they yielded any tangible results. While the rationale for conducting these trips was sound, the reality is that there was no indication within the PNC that the information gained would lead to concrete changes within the institution. Members of the PNC provided the evaluation team with a litany of reasons why the approach to working with survivors of violence used in El Salvador could not be implemented in Guatemala at this time, all rooted in two central factors: insufficient drive by the officers who could conduct implementation and/or lack of buy-in by the PNC authorities. This result calls into question the tangible value of the effort and thereby the degree to which these efforts are **effective** in reaching the expected objectives.

Through the project, and in pursuit of outcome 2 specifically, GGM has supported the collection and systematisation of data on survivors of violence. These efforts are important to shed light on this issue. However, it is important to underscore that data on violent crime in Guatemala is still very limited and that while the process supported by GGM is a central and important step forward, the experience of violence in Guatemala remains largely unknown and hence statistics should not be understood as indicative of a problem but of the increased capacity to document it. GGM has also engaged in developing the PNC's capacity.

Generally, all partner institutions faced similar challenges in developing the PNC's capacity in terms of replication, multiplication, and impact. The training efforts conducted as part of programme output 2 have directly impacted the individuals trained. Overall, respondents found the trainings for officers working at OAVs highly valuable. However, the overall impact of training on service provision at OAVs varies. The evaluation team found that trained staff are often asked to conduct patrols or engage in other activities at police stations; when this happens, the OAV is closed and anyone coming for support is told to return later, made to wait, or simply not served. PNC staff also noted that receiving training does not guarantee that they would be placed in positions where their training could be useful. These circumstances call into question the efficiency of the approach. This is not to say that trainings should not be carried out – rather, these results call for exploring what additional activities/initiatives must be undertaken to ensure the effectiveness of training OAV staff.

In general, the **relevance** of programme output 2 is undisputed (including the need to ensure that statistics are systematised and that capacity within the PNC improves). However, the **effectiveness** of the current approaches is not clearly documented (e.g., through a pro-and-con study). In addition, the focus on activities rather than outcomes precludes the possibility of systematically assessing the approaches' **effectiveness**. As noted earlier, evaluation interviewees questioned the approaches' effectiveness and – as with programme output 1 – there is no documentation assessing whether the consortium was effectively used. Therefore, it is unclear if the available resources have been used in an **efficient** manner.

The overall **impact** (and potential impact) of the activities varies. In cases for which the OAV is open and operational, the results appear very good. Indeed, both police and users have noted that the support these offices can provide is considerable and positive. This suggests that operationalising offices throughout the country could be a very valuable step forward, although this would require not only training but also continued advocacy and follow-up (see programme result 3) to ensure **sustainability**.

For exchange visits, the impact was very minor (if at all notable). This is not because the concept was ill-designed but because the current structures are unable to effectively capitalise on the activity. For curricula development and statistical reporting, the **impact** and **sustainability** are unclear since too little time has passed since the start of the intervention.

2.3 Programme Output 3: Comprehensive Plan to Respond to Cases of Violence against Women to be Used by the PNC’s OAV is Developed and Tested

This programme output has five result indicators, which are listed in table 3:

Table 3. Log frame for programme result 3

Output indicator	Sources of verification	Baseline values	Responsible parties
3.1: Number of OAVs created and functioning properly in the departments of Guatemala prioritised in the project: Escuintla, Suchitepéquez, Baja Verapaz, Alta Verapaz, and Quetzaltenango. (Target: 10 OAVs)	<i>Monitoring reports, pictures, victim testimonies, minutes, notes, creation agreements, construction designs, performance reports</i>	<i>Current poor conditions for serving victims of GBV OAVs In 2014: Guatemala (10), Escuintla (1), Quetzaltenango (1), Baja Verapaz (2), Suchitepéquez (1)</i>	<i>Guatemalan Women’s Group (GGM), Guatemalan Integral Association of Sanjuaneras Women (AGIMS)</i>
3.2: Number of OAV staff trained in a holistic approach to violence against women from a gender and multicultural perspective. (Target: 200 men and women working in the OAVs)	<i>Monitoring, accompanying, and other reports; methodologies</i>	<i>2014: Zero by the programme National Civil Police (PNC) report 2014: 120 men and women from the OAVs were trained on the topic.</i>	<i>GGM, AGIMS</i>
3.3: Development of a holistic strategy with a gender and multicultural perspective to be applied locally by the OAVs to guarantee better care for cases of violence against women	<i>Proposal for a holistic strategy, delivery note to PNC</i>	<i>The OAVs do not have an internal attention strategy.</i>	<i>GGM, AGIMS, Guatemala Foundation (FUNGUA)</i>
3.4: Number of women assisted in OAVs prioritised in the programme, disaggregated by indigenous status. (Target: 5,000 women)	<i>Qualitative and quantitative reports, reports of OAVs according to system</i>	<i>Until 2014: 12,122 people attended at an OAV, data not disaggregated</i>	<i>GGM, AGIMS</i>
3.5: Number of support materials generated for communicating the importance of the OAVs in the PNC’s prevention and institutional response efforts for victims.	<i>Collaboration agreements, materials generated, reports and monitoring reports (media)</i>	<i>Zero materials about the OAVs</i>	<i>GGM, AGIMS</i>

The OAV’s value is clear when functioning well. Similarly, the value of support provided to survivors of violence through the Comprehensive Support Centre(s) for Women Survivors of Violence (CAIMUS), which are implemented by both GGM and AGIMS, should not be underestimated. While there are multiple avenues through which survivors of violence can secure legal and psychosocial support, multiple participants in the focus groups with end beneficiaries noted that they had tried multiple avenues and that the CAIMUS had been instrumental in their coping ability and (when possible) their gaining some legal

restitution. It seems apparent that the CAIMUS is an important and valuable institution for women survivors of violence. However, participants highlighted that legal processes in Guatemala are not woman-friendly and that legislative reform is clearly needed; not only are processes lengthy, but there are many legal caveats that do not favour survivors of violence. In addition, interviews with beneficiaries in Guatemala City showed that beneficiaries have a very limited understanding of existing laws and hence depend on a reliable support system and approach.

The collection of data both on experiences (FUNGUA) and on survivors of violence themselves (GGM) appears to be an important initiative, as data are generally sorely lacking. Additionally, supporting OAV staff (see programme output 1 and 2 in relation to capacity development) is an important step, but one that experiences considerable challenges (see programme result 2).

AGIMS' experience is somewhat different from that of other consortium members. Its work concentrates on San Juan Sacatepéquez, and unlike other partners, its efforts are multi-faceted. AGIMS' efforts in pursuit of programme output 3 include working with survivors of violence, including psychosocial and legal support currently channelled through the recently established CAIMUS. Additionally, AGIMS invests considerable efforts into ensuring that the local OAV is open and operational at all times, which requires continuous follow-up with the PNC and local authorities and ensuring that the office is well equipped. Their direct efforts with the local PNC office have also allowed them to integrate multicultural perspectives into their demands of the PNC office and into the support they provide to their beneficiaries. Indeed, their initial goal, as an institution, was to give voice to indigenous women. Thus, they have a deep understanding of what is involved in supporting a multicultural view that moved beyond treating ethnic minorities as a most disadvantaged group, to ensuring that existing capacities are understood, recognized and empowered.

Importantly, unlike other consortium partners, AGIMS' reports note the links between FOKUS-funded activities and its broader work, as well as collaborations with other consortium partners. This makes the broader effort more visible, highlights the FOKUS contribution, and stress the value of collaborations. In interviews, AGIMS highlighted that it has received technical support from GGM¹⁴ and FUNGUA specifically in establishing its own CAIMUS and supporting the OAV housed at the local police station.

It is clear that the support provided to serving survivors of violence specifically, and engaging with the OAV more generally, is highly **relevant** to the local population. Indigenous women interviewed said AGIMS generally was the first organisation to support their needs and listed multiple ways in which its support has been valuable to them. It is difficult to distinguish the effectiveness of the activities specifically funded through FOKUS from AGIMS' overall effectiveness. Indigenous women interviewed said chief among the benefits provided by AGIMS was that **'they felt empowered and valued... that as a result of support provided they had gained the necessary self-determination to demand that they be treated well by their**

Box 3: Supporting women survivors of violence

Interviews with indigenous women beneficiaries of the AGIMS interventions noted that aside from the tangible technical support they received, the most notable impact in their lives by far had been re-evaluating their lives and roles in society. Women in the focus group consistently noted that through the AGIMS support, they had been able to harness their inner strength, agency, and self-worth. This, they noted, had been the fundamental factor leading to real change in their lives. They stressed that the support in securing legal assistance and compensation were derived, almost secondary benefits. This is important because it highlights the conditions under which women routinely experience their lives.

¹⁴ In comments to the draft report, GGM highlights that its relationship with AGIMS predates this programme.

husbands/partners’.¹⁵ Generating a sense of empowerment and value has been possible because AGIMS has been able to develop a mechanism of support that values multiculturalism and moved beyond seeing their beneficiaries as victims and vulnerable. Beneficiaries further noted that without their increased sense of self-worth they would have never dared leave their partners or husbands nor report them to the police. This suggests that the **relevance** and **effectiveness** of the activities funded by FOKUS are directly tied to AGIMS’ other activities. AGIMS has also been able to capitalise on consortium members’ capacities, thereby securing **efficiency**. The overall **impact** of CAIMUS and the OAV is clear and highlighted by the end beneficiaries interviewed. However, the major challenge they face is **sustainability**. Thus far, the efforts in San Juan have been effective, but this has been mainly due to AGIMS’ involvement and continued follow-up. Specifically, AGIMS is in continuous dialogue with the PNC to demand that the OAV be adequately staffed and running. This suggests that if AGIMS were not as engaged, success would not be as clear and straightforward.

2.4 Overall Results/outputs of the Programme

As evident from the previous three sub-sections, the activities are largely compartmentalised among individual leading agencies. Having a lead institution for an activity is not problematic and may even be advisable to ensure clarity on management. However, the compartmentalised execution of most (and in most cases all) activities and sub-activities presents a key shortcoming: the under-utilisation of the consortium’s broad collective knowledge. However, unlike other partners, AGIMS has actively sought the support of other actors (see section 2.3)

A review of activities and related challenges shows that activities require considerable time, particularly when official buy-in is required. This means that expectations need to be clearly tied to a realistic calendar that considers how long it takes for government offices (in this case, the PNC) to engage on and execute decisions and changes.

The interviews with PNC staff at multiple management levels call into question the institutional commitment to gender and multicultural issues; there is limited evidence that its commitment is solid and extends beyond the individuals who were actively engaged. This point was illustrated by recipients of training, who said being trained did not guarantee they would hold positions where the training could be valuable and/or that their superiors were unfamiliar with what had been taught and did not support the use of the knowledge gained.

Relevance – The Programme Model

Turning to the question of relevance – specifically whether the organisational model (structure, methodology, and financial resources) has contributed to reaching the set goals, including the contributions of each organisation (partners, NCA, and FOKUS) – a few issues must be first discussed.

All of the organisations involved have a considerable, positive intervention history, individual strengths and positioning, and a track record of considerable contributions as part of previous efforts in their respective fields of work. However, assuming the central objective of a programme is to ensure that the sum of the individual parts (i.e., individual interventions) is greater than each part in isolation, it is harder to currently see the programme’s added value. This is not because any one partner has failed but rather because, with few exceptions, the partnership has not been fully utilised thus far. Each actor has largely operated alone in its respective area of responsibility, neither supporting (with its knowledge) other activities nor gaining from the knowledge of other organisations. The key exception is AGIMS’ work in San Juan, where GGM and

¹⁵ This view was shared by multiple focus group participants. The examples they provided were multiple and included how they saw themselves, how they dressed, how they spoke and how loudly they spoke, their mannerisms and general behavior both at home and in public.

FUNGUA have supported its activities and provided capacity development support. Importantly, despite this shortcoming, the consortium's composition has been contextually relevant because it has allowed the partner organisations to get to know each other, form relationships, and establish a platform that could in future allow for programme-level intervention (see the 'Recommendations' section).

The NCA's role, particularly early on, was central to supporting the development of tools and the professionalisation of the M&E system. However, NCA's downscaling has meant that the use of the tools developed was not pushed forward. This ties into the role played by FOKUS and specifically the coordinator. The programme coordinator position is currently part time¹⁶ and has broad responsibilities that are open to interpretation. The NCA's current role primarily focuses on multiculturalism, a key issue for FOKUS but one that is generally not well addressed by partners (with the exception of AGIMS – it is a core element of AGIMS' work since its main target group is indigenous women). It is noted that NCA's understanding and knowledge of multiculturalism appears solid, but still organizations engaged in the consortium have not been able to nuance and tailor their interventions in ways that really embedded multiculturalism as a thematic area that is broader than responding to heightened vulnerability levels.

From a thematic perspective, it is clear that partners have capacities that have not been capitalised upon. For example, AGIMS' considerable knowledge on working with indigenous people has not been utilised in developing other activities to ensure that multiculturalism is treated as a cross-cutting element that is complex and multifaceted. Similarly, IEPADES' skills and experience working with the police have not been used in terms of working with police across all activities. The same applies to FUNGUA's knowledge of curriculum development, which has not been used to support the development of all curricula across partners. Additionally, GGM's extensive knowledge on gender could also support other activities.

Effectiveness – The Guatemalan Context

It is undeniable that the Guatemalan context is complex and challenging. Changes within the government leadership – not least within the PNC – continually threaten the progress made. All organisations are aware of these challenges and work within the confines of a situation that can be disheartening. This alone is commendable. In addition, the level of general violence that affects Guatemalan society persists, and seemingly increases, which also affects the individuals working on the programme. With all of this in mind, it would still be valuable to critically examine the efforts undertaken and what individual activities can hope to achieve. The evaluation found that the partner organisations have by and large not studied the different efforts' potential effectiveness. Therefore, at this time, it is impossible to know if the approach undertaken is the most effective way to respond to the challenges faced. This applies specifically to activities that aim to secure institutional change.

Relevance and Effectiveness – Gender and Ethnicity

It is clear that sensitivity to both gender and ethnicity are relevant to the Guatemalan context broadly and to issues of access to justice and treatment by the PNC specifically – mainly that ethnic minorities and women are most likely to be underserved by the justice sector. Hence, at the broader level, the **relevance** of the programme's objective is unquestioned. However, it is not fully clear if the programme activities are the most **effective** approaches to respond to the local context and issues. The question is not rooted in determining the relevance of countering the challenges faced but in the effectiveness of responses.

It was also noted, that with few exceptions, multiculturalism has not been understood as a thematic issue that requires specific attention that goes beyond recognising the minority status of indigenous people. Discussions with the police highlighted the importance of language capacity. Police officers themselves gave examples of how disempowering the treatment of ethnic minorities often was; and of the limited to

¹⁶ In March 2018, following data collection for this assignment, this position was made full time.

non-existent efforts to change these approaches within the PNC. The examples provided illustrated the need for language competence, but also for a shift on how multiculturalism is understood and addressed generally.

Effectiveness/Impact – Measuring Results

The organisations in the consortium have considerable knowledge and data. However, AGIMS appears to be the only one that routinely examines its activities' effect on achieving its aims amongst its target population.

There is a clear need to collect information not only on what actions were performed but also on these actions' impact. For example, how knowledge from training was used or how exchanges or study trips have led to tangible changes within the PNC are important questions for which data have not been systematically collected and effectively analysed thus far.

Efficiency – Institutional Model and Organisations Involved

All consortium members are involved in activities not funded by FOKUS, and the FOKUS-funded programme comprises only a small proportion of their overall activities. For some organisations, the FOKUS-funded work falls well within their large programmes.¹⁷ This means that individual activities are simultaneously part of the FOKUS programme under review here and part of broader engagement carried out by the lead organisation. This can be interpreted as meaning that the FOKUS-funded work may be part of broader efforts that could fill current gaps within the FOKUS-funded intervention. Obligations regarding the activities conducted have been largely met. However, these activities' efficiency is less clear given the lack of in-depth M&E for activities and focus on reporting on outputs.

Regarding financial aspects specifically, expenditure appeared well aligned with expectations. However, multiple interviewees called attention to the just (or unjust) nature of the funding distribution among partners. The evaluation team found no evidence that suggests that individual partners should have received more or less funding. In this context, it is important to understand that the number of activities undertaken is a direct result of funds available. Given that there is no information on the level (quantity) of activities required to meet the overall programme objective, any assessment that activities should be increased or decreased would be arbitrary. The same applies to funding distribution; at this time, partners have not collected the data needed to determine if any one activity set should be expanded or reduced in order to meet the overall objective of the intervention.

It is important to underscore that the activities undertaken are limited in their scope. Whether FOKUS should invest considerably more funds depends on the degree to which it wants to increase its level of contribution. Essentially, if FOKUS is able to assign greater resources to developing activities, it may be able to secure broader impact. However, on the other hand, it is important to underscore that the FOKUS interventions have not thus far maximised their impact; therefore, it may be wise to first ensure that impact is maximised given available resources and then explore options to increase funding.

In addition to not being able to determine if any one activity should be given more or less funding, it is important that the FOKUS-funded programme is understood as one of many activities conducted in Guatemala. It would be unrealistic to expect that FOKUS funding alone will change access to justice for women and ethnic minorities. However, it would be highly valuable to have a better understanding of what other activities are currently underway and how the FOKUS funding is complementary (or not) to other interventions funded by other donors.

¹⁷ It is important to note that related claims made during interviews could not be verified since the evaluation team did not have the authority to review documentation not relevant to FOKUS-funded interventions.

Lastly, the consultants engaged in the development of the FOKUS program early in the process made considerable contributions, but it is unclear if their role was consistently positive. Respondents' views on the role of the consultants varied, with some arguing that they were too influential and took too much ownership of the process and others feeling the consultants contributed positively to programme efficiency. These comments can only be considered observations, as there were no data to definitively substantiate or refute these views and the consultants could not be included in the interview list.

Impact

Turning to impact, it is first important to recognise that the programme objectives are very broad and hence somewhat open to interpretation. This is not a critique; indeed, complex contexts such as Guatemala may demand bold objectives. However, data on what can be realistically achieved with the activities and on the expected changes have not been collected or analysed; thus, it is nearly impossible to determine if the programme has achieved its objective (see the discussions on individual programme results).

There have been some notable achievements at the activity level. Individual-level capacity has been built within the PNC, and service provision for survivors of violence has been enabled. However, these results have not yet materialised at the programme level. This means that it is generally difficult to see the linkages between activities and how they support both each other and the overall objective. The sole exception is the work conducted in San Juan Sacatepéquez, where the activities are cohesive, geographically contained, and complementary.

Moreover, the programme has made considerable headway in terms of civil society generally and in fostering partnerships. The evaluation demonstrates that a solid platform has been built amongst the partners that could enable the development of a programme with much clearer objectives, activities benefitting from collective knowledge, and notable progress being made on women's access to justice.

Sustainability

In its current format, there are very few elements of the programme that are likely to be sustainable. However, it is important to recognise the lack of sustainability not as a failure but rather as a 'too early to expect' conclusion. In a later stage – when the programme has been able to effectively utilise all available knowledge, identified activities that support each other, and developed a clear strategy to support progress and a set of activities shown to generate expected results – then it will be much easier to determine if and when sustainability can be attained.

It is also worth noting that ensuring sustainability will be a challenge until efforts are institutionalised because leadership changes so often. Hence, a clear determination should be made on how to support institutionalisation. It will also be important to invest in developing relationships and partnership agreements with the PNC that support sustainability.

3. Conclusions and Lessons Learned

Some key conclusions and lessons learned from programme implementation thus far include:

- The programme model is highly relevant to the Guatemalan context, which is challenging generally and in terms of violence against women and interculturality specifically. Therefore, developing a multi-pronged approach that capitalises on the skills and knowledge of many organisations can be a key to success. Additionally, having support on M&E and coordination is also essential. It is also important to recognise that forging inter-institutional relationships takes time, and hence the failure to collaborate closely thus far is not a failure of the model per se but rather an integral part of the learning process.

- The coordinator's role is broadly defined in the contract between FOKUS and the coordinator but not in contracts between FOKUS and consortium members. This has led to diverse understandings of the coordinator's role. The degree of authority that the coordinator has, for example, is unclear, and interviewees noted that at times consortium partners did not facilitate inter-institutional collaboration and open information-sharing (areas to be supported by the coordinator). This shows that a more detailed definition of the coordinator's activities agreed to by all partners is important to facilitate a common understanding and the effective use of the position.
- To assess the relevance of activities individually and combined, it is important to collect key information that can speak to the interventions' outcomes and potential impact. The data collected thus far have largely focused on deliverables (outputs) rather than results (outcomes). A key lesson, therefore, is that time should be invested in developing tools that are able to adequately examine and challenge individual activities and test whether they are achieving their aims.
- Broad objectives and a ToC that is not detailed make achievements difficult to trace. While objectives that allow for interpretation have allowed organisations to identify areas where their existing skills are best suited, using this phase as an opportunity to learn can enable much clearer objectives to be identified in the future.
- The lack of a clear memorandum of understanding between IEPADES, FUNGUA, AGIMS, and GGM (the consortium) and the PNC has limited the efforts' sustainability. Taking into account the leadership of the PNC changes often (four times in recent years), advancements are often lost because there is no commitment made by the PNC as an institution. Turnover with the coordinator and loss of external M&E support (MCA closed its office) have also caused challenges, as different actors were left to make their own determinations regarding different elements of the partnerships.
- Effective inter-institutional coordination can help prevent the duplication of efforts, guarantee complementarity among sectors, and allow discussion of efforts to effectively and efficiently use all resources and strengths. This mainly means that organisations within the consortium do not work independently but join forces to ensure that the best possible products can be developed and delivered. This also means that when approaching the PNC, the consortium partners must be a single voice. Currently, each engages with the relevant office without a concerted, systematic effort to ensure that its engagement is understood to be part of a broader effort.
- Clear efforts must be made to develop realistic timelines that include both all steps needed to develop and implement activities and factors that may lead to delays. This will help ensure that potential delays are included in decision-making – in short, looking at if the activity's intended results warrant the time investment required.
- The sustainability of training, education, and awareness-raising with a gender and multicultural approach depends to a large extent on the involvement of high-level authorities in the participating sectors, as well as technical and administrative personnel that can support the development of alliances and ensure the necessary political commitment to programme objectives. The training provided by the consortium thus far has not considered the management practices of the PNC, where staff are routinely reassigned to meet other police objectives. Overall, the opportunity for individual agents to become 'knowledge multipliers' is limited. Without political will and commitment, the opportunities for sustainable impact are vastly reduced.
- The project's results framework lacks clarity and therefore leaves ample room for interpretation. In addition, the tools used to measure progress largely focus on conducting activities and tangible deliverables rather than measuring potential outcomes or impact. The different objectives are

compartmentalised into single activities, which are generally led by individual institutions within the consortium. This in turn facilitates the independent operationalisation of activities. Lastly, there have been no studies of activities' pros and cons, nor is there a clear ToC explaining how the activities will achieve their objectives. The evaluation team found that these tools could have played an important role in supporting the relevance of individual activities, the effectiveness of activities, and the efficiency of how these were designed and developed.

- Resistance by the consortium partners to making innovative and significant changes to their approach to activities, to sharing the methodologies and strategies of their institutions, to sharing their technical instruments have limited the potential for change and impact. From the standpoint that many voices will likely develop a better response than one, collaboration could have been of considerable value to the programme.
- Partners have seen the rigid reporting tools as a straightjacket, although they have also led to clarity in reporting. The challenge noted by the evaluation team was not the modality of reporting.
- One notable success of the programme has been the work by AGIMS, which incidentally was the only organisation that openly used the knowledge and skills of other institutions in the consortium. While AGIMS' effort was admittedly micro-level and multifaceted, its success leaves room to consider whether its model could be replicated and the costs that such an effort would require. This is not to say that other efforts have not been successful, but the modality used by AGIMS (micro level) makes the success much easier to make visible.

4. Recommendations

1. Establish political dialogue, lobbying, and discussion – as well as a space for intra- and inter-institutional coordination – between the PNC and the consortium. This would allow for a more clear assessment of political commitment to the consortium's objectives. This does not necessarily need to mean that one person or one organisation liaises with the PNC, but it does mean that consortium partners should approach the PNC with a single voice, that the PNC (at all levels engaged) is aware that the consortium exists, and that other consortium partners are engaged with other activities. This also requires efforts to support coordination within the PNC.
2. Carry out an assessment of the level of success needed for individual interventions in order to achieve the programme's overall objective. For example, how many individuals need to be trained in any one field to achieve change, and what key elements of curriculum change at the PNC Academy will be required to achieve change? This will help determine if the activities are worth pursuing or if others should be pursued.
3. Clearly examine advocacy efforts and the degree to which they have been able to, or have the potential to, generate change. This evaluation's findings suggest that the impact was limited, but the data collected were also limited and hence inconclusive.
4. Develop a clear ToC and define objectives that are narrower and less open to interpretation. This will ensure that partners within the consortium work together and capitalise on each other's knowledge and that outcomes can be traced more easily. This process needs to include the identification of goals (objectives), starting points and examine all the "if" factors that lie between. The ToC development process can be directly tied to a pro-con study of different intervention activities/modalities. This process should be undertaken by consortia partners, but may require the support of an experienced evaluator/researcher who knows how to develop these tools and who can be critical in his/her line of questioning to enable the development of a realistic product.

5. Ensure that M&E tools are developed and used that measure not only the individual activities conducted but also their respective impact. Ensure that the consortium has the support needed to manage its M&E obligations.
6. Ensure that the coordinator has the time and authority required to effectively coordinate activities. This should include a very detailed definitions of tasks, including how FOKUS understands the tasks currently in the contract. The tasks and responsibilities of the coordinator should be detailed in a document that is included in the contract with consortium partners so that all concerned have a detailed understanding of the rights and obligations of the coordinator and their own. This should include, for example, oversight over a detailed consortium activity calendar that permits coordinator involvement, oversight and ensures inter-institutional collaboration is considered consistently.
7. Bring together consortium partners to analyse the data collected on activities undertaken and develop a results framework and ToC that respond to the realities on the ground, provide a clear vision on and path to success, and capitalise on every institution's skills and knowledge. This opportunity should be used to examine all activities and conduct pro-and-con analyses that challenges the status quo.
8. Ensure that all efforts and deliverables use the wealth of knowledge existing within the consortium. Specifically, when it comes to multiculturalism, the knowledge of AGIMS should be used to support the activities of all other actors. In a next phase it will be important that partners to the consortia ensure that their collective, and individual, understandings of multiculturalism derived challenges are better understood and addressed. Ethnicity is not just about responding to those who are vulnerable (ethnic minorities), but rather about finding ways to provide services in a way that is empowering and leads to a more equitable environment.
9. Reassess the partnership model to allow parties to the consortium to more effectively collaborate. **Overall, this is the single most important recommendation.** Since there is limited experience on this, it is suggested that FOKUS invest time and attention on team-building and on developing and conceptualising a programme that is collectively owned by all parties. The above recommendations can lead to this process, but it will be important that FOKUS recognise collaboration amongst partners as an outcome in its own right. Tied to this, FOKUS should invest in team development and in developing tools and strategies such as support for integrative thinking, which may enable the identification of new and innovative approaches to respond to the challenges faced in Guatemala. Guatemala is a complex environment, and hence it is clear that innovative solutions need to be identified to respond to the local needs.
10. Conduct a sector-specific activity mapping to assess the FOKUS intervention's positioning and ensure that the work by the consortium complements, not duplicates, other efforts.

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	<i>Auditor Declaration 2015</i>	Profesionales Estrategicos, Guatemala	January 2016
	<i>Auditor Declaration 2016</i>	Profesionales Estrategicos, Guatemala	January 2017

FOKUS	<i>FOKUS-GGM Informe Del Auditor Independiente – 1 de enero al 31 diciembre 2016</i>	GPC Acosados, Guatemala	February 2017
FOKUS	<i>FOKUS-GGM Informe Del Auditor Independiente – 1 de enero al 31 diciembre 2015</i>	GPC Asociados, Guatemala	March 2015
FOKUS	<i>Estados Financieros de Los Recursos de FOKUS Administrados por la Asociacion Instituto de Enseñanzas para el Desarrollo Sostenible Por El Periodo Comprendido Del 1 de enero al 31 de diciembre de 2016</i>	Arevalo Perez, Iralda y Asociados, SC, Guatemala	March 2017
FOKUS	<i>FOKUS Financierospor el Periodo Comprendido del 1 enero al 31 de diciembre de 2015</i>	Santa Fe Associates International, Guatemala	February 2016
FOKUS	<i>Contrato FOKUS-AGIMS Para 2015-2018</i>	Guatemala	May 2015
FOKUS	<i>Contrato de Consultoria – Ada Valenzuela</i>	Guatemala	May 2015
FOKUS	<i>Contrato de Consultoria – Magda Alejandra Menegazzo Amado</i>	Guatemala	May 2016
FOKUS	<i>Contrato Entre FOKUS y FUNDAGUATEMALA para 2015-2018</i>	Guatemala	May 2015
FOKUS	<i>Contrato Entre FOKUS y GGM para 2015-2018</i>	Guatemala	May 2015
FOKUS	<i>Contrato Entre FOKUS y IEPADES para 2015-2018</i>	Guatemala	May 2015
FOKUS	<i>Memorandum of Understanding between NCA GTM and FOKUS 2017</i>	Guatemala	April 2017
FOKUS	<i>Memorandum of Understanding</i>	Guatemala	

	<i>between NCA GTM and FOKUS 2015-2018</i>		
FOKUS	<i>ESTUDIO DE LINEA DE BASE del PROYECTO: "FORTALECIMIENTO DE LOS DERECHOS DE LAS MUJERES Y LA MULTICULTURALIDAD , EN LA POLICIA NACIONAL CIVIL DE GUATEMALA, 2015-2018</i>	Jeannette Esmerelda Asencio Alvarez, Juan Ramon Ruiz Cordon Guatemala	2017
	<i>ESQUEMA DE ANÁLISIS MONITOREO - OPERACIONALIZACIÓN DE INDICADORES Programa FOKUS y PNC en Guatemala</i>	Verónica Sagastume, Guatemala	May 2017
Norwegian Church Aid ActAlliance	<i>Gestión basada en resultados ante el marco lógico</i>	Verónica Sagastume, Guatemala	
AIN	<i>Implementación durante 2017 del MoU entre AIN y FOKUS Reporte de la contribución para el monitoreo</i>	Verónica Sagastume, Guatemala	June 2017
	<i>Programme 3 – Improving access to justice for victims of gender-based violence in Guatemala</i>		
FOKUS	<i>Plan Operativo de coordinación y seguimiento de 2017</i>		
AGIMS	<i>PRESUPUESTO GLOBAL 2017</i>		
AGIMS	<i>Plan de recolección de indicadores 2017</i>		
AGIMS	<i>Programa: Mejorar el acceso a la justicia para las víctimas de la violencia de género en Guatemala Asociación Grupo Integral de</i>	Guatemala	

	<i>Mujeres Sanjuaneras – AGIMS</i>		
AGIMS	<i>PRESUPUESTO GLOBAL 2018</i>		
AGIMS	<i>Plan de recolección de indicadores 2018</i>		
AGIMS	<i>ANEXO AMPLIACIÓN AL INFORME DE ACTIVIDADES IEPADES</i>		
AGIMS	<i>CHEQUEO DE ENTREGA DE INFORME 6 MESES IEPADES</i>		
AGIMS	<i>PLAN OPERATIVO 2017</i>		
	<i>Terms of Reference- External Evaluation of FOKUS Program “Strengthening Gender and Indigenous Women’s Perspective in the National Civil Police (PNC), Guatemala (2015-2018)”</i>		
FOKUS	<i>FOKUS overall goal, theory of change, main priorities and outcomes</i>		
	<i>PLAN OPERATIVO 2017-FUNDACION GUATEMALA</i>		
	<i>PLAN OPERATIVO 2017 GRUPO GUATEMALTECO DE MUJERES (GGM)</i>		
FOKUS	<i>Programa: Mejorar el acceso a la justicia para las víctimas de violencia de género en Guatemala. SEGUNDA FASE</i>		
	<i>PRESUPUESTO CONTRAPARTE LOCAL 2015</i>		2015
FOKUS	<i>Formato de Informe Annual 2015 -</i>		March 2016

	<i>Asociación Grupo Integral de Mujeres Sanjuaneras AGIMS</i>		
FOKUS	<i>Formato de Informe Annual 2015 - Fundación Guatemala</i>		March 2016
	<i>PRESUPUESTO CONTRAPARTE LOCAL 2015 - FundaGuatemala</i>		No Date
FOKUS	<i>Formato de Informe Annual 2015 - Asociación Grupo Guatemalteco de Mujeres - G.G.M.</i>		March 2016
GGM	<i>PRESUPUESTO CONTRAPARTE LOCAL 2015 - GGM</i>		No Date
FOKUS	<i>Formato de Informe Annual 2015 - IEPADES</i>		March 2016
	<i>Informe Financiero Anual</i>		No Date
FOKUS	<i>Total Program Accounts 2015</i>		No Date
FOKUS	<i>Formato de Informe Annual 2016 - Asociación Grupo Integral de Mujeres Sanjuaneras AGIMS</i>		
	<i>Presupuesto Sumario 2016</i>		
	<i>Presupuesto Sumario 2016 - Fundación Guatemala</i>		
FOKUS	<i>Formato de Informe Annual 2016 - Fundación Guatemala</i>		March 2017
FOKUS	<i>Formato de Informe Annual 2016 - Grupo Guatemalteco de Mujeres - GGM</i>		March 2017
FOKUS	<i>Formato de Informe Annual 2016 - IEPADES</i>		March 2017
NCA	<i>Norwegian Church Aid (NCA) Report of the Independent Auditors</i>	MGI Worldwide, Guatemala	February 2017

	<i>as of December 31, 2016</i>		
FOKUS	<i>Total Programme Accounts 2016</i>		No Date
FOKUS/PNC	<i>INFORME DE AVANCE EN PROCESO DE MULTICULTURALIDAD mayo a noviembre 2016</i>	Alejandra Menegazzo	
FOKUS/PNC	<i>Informe Ejecutivo de Avance de trabajo a nivel de coordinación</i>	Magda Alejandra Menegazzo Amado, Guatemala	December 2016
FOKUS	<i>Plan Operativo de coordinación y seguimiento de 2017</i>		
	<i>Presupuesto Global 2017</i>		
	<i>Plan de Recolecion de Indicadores 2017</i>		No Date
	<i>Programa: Mejorar el acceso a la justicia para las víctimas de la violencia de género en Guatemala n Grupo Integral de Mujeres Sanjuaneras AGIMS</i>	Guatemala	June 2017
	<i>Presupuesto Global 2018</i>		
	<i>Plan de Recolecion de Indicadores 2018</i>		
FOKUS	<i>ANEXO AMPLIACIÓN AL INFORME DE ACTIVIDADES IEPADES</i>		
	<i>CHEQUEO DE ENTREGA DE INFORME 6 MESES IEPADES</i>		
	<i>Plan de recolección de indicadores 2017</i>		
	<i>Plan de recolección de indicadores 2018 FUNGUA</i>		

FOKUS	<i>Segunda Fase, FOKUS – AIN Mayo a Noviembre 2017</i>	Guatemala	April 2017
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Annex 1. ToR

These ToR are the original document. However, as is noted in the text, some modifications in aim were made during the execution of the assignment.

Terms of Reference

External Evaluation of FOKUS Program “Strengthening Gender and Indigenous Women’s Perspective in the National Civil Police (PNC), Guatemala (2015-2018)”

TERMS OF REFERENCE

1. Background and context

Since 2015 FOKUS – Forum for Women and Development – has implemented the program “Strengthening gender and indigenous women’s perspective in the National Civil Police (PNC), Guatemala (2015-2018)”. The program works to improve access to justice for survivors of gender- based violence (GBV) in Guatemala, through an innovative model where civil society organizations cooperate closely with institutions and entities in the Guatemalan National Police to improve their institutional approach and services to survivors of gender based violence. The aim of this evaluation is to analyze the program’s results, assess the way it is organized (managed) and provide recommendations for future development.

FOKUS is an umbrella-organization consisting of 59 women’s organizations based in Norway. FOKUS builds on more than 20 years of North-South cooperation on social, economic and political development for women. FOKUS works to promote women’s empowerment, rights and access to resources. Through advocacy and international development cooperation, the organization will strengthen women’s human rights and participation in society.

The program joins the forces of four local partner organizations in Guatemala, a local consultant and assistance from Norwegian Church Aid’s (NCA) office in Guatemala. The partner organizations are Grupo Guatemalteco de Mujeres (GGM), Instituto de Enseñanza para el Desarrollo Sostenible (IEPADES), Asociación Grupo Integral de Mujeres Sanjuaneras (AGIMS), and Fundación Guatemala (FUNGUA). They have formed a consortium that meets regularly to discuss advances and challenges of the program. FOKUS has also hired a consultant to coordinate the program from Guatemala. The national office of Norwegian Church Aid (NCA) and FOKUS signed a MoU for the implementation of the program. NCA provided logistical support (including financial control), and has assisted in monitoring the programme, coordinating the work among the partners, and offering its political expertise and standing in Guatemala. In 2017 the MoU was renegotiated to include only support to specific tasks within planning and monitoring and the strengthening of the indigenous women’s perspective due to the closing of the NCA office in Guatemala.

The implementing partner organizations coordinate directly with the national security institutions, such as Ministry of Governance; Vice Ministry of Crime Prevention; National Police Reform Commission; National Civil Police; and the OAV and the Police Academy at the PNC. Since 2017 the implementing partners have primarily focused on departments/areas within the National Civil Police.

The Norwegian Association of Lawyers are partners in the programme, and contributes financially. FOKUS has not previously evaluated the programme, nor the partners’ work.

1.1 Description of the program

The program builds on the results of a study of police responses to violence against Guatemalan women carried out by FOKUS in 2012. The results of that study and the contributions of the organizations that make up the FOKUS programme, as well as those of other organizations developing actions on security and justice, provided important input for the drafting of the program. Below follows a short summary of the intentions of the program at the beginning (2015):

International cooperation has made significant contributions to the successive processes of building, reinforcing and reforming the National Civil Police Force in Guatemala after the armed conflict. However, these processes have not included a gender focus, nor have they dealt specifically with violence against women. In addition, the processes to date have failed to address the indigenous perspective of police response. Thus, this program seeks to strengthen the institutionalization of a gender and indigenous women's perspective in Guatemala's National Civil Police (PNC). To this end, it will develop strategic actions geared towards updating the "Protocol for Action for the PNC in dealing with Violence against Women". It will also promote the creation and functioning of a regular dialogue platform made up of civil society (mesa de incidencia) to participate in the National Police Reform Committee, and intervene in strategic changes to that Institution, to promote the comprehensive advance of women's rights and the strengthening of the justice system.

The program is funded by Norad, through a framework agreement with FOKUS. The total budget for the program in 2017 is approximately NOK 3 millions. This amount includes funds for the project cooperation between Mujeres Transformando el Mundo and Legal Counselling for Women (JURK), which is not part of this evaluation.

1.2 The program's outcome

Outcome: Improved access to justice for the victims of gender-based violence in Guatemala.

Expected outputs of the program:

- Gender and ethnic perspectives strengthened in the National Civil Police

2

30.10.2017

- National Civil Police's tools and techniques for addressing violence against women improved
 - Comprehensive care plan for cases of violence against women by the Office for Victim Assistance (OAV) of the National Police (PNC) developed and tested
- 2. Purpose of evaluation** The evaluation aims to obtain an independent assessment of the implementation of the program and its progress and achieved results, thus provide recommendations for the further development of the program. The final report should provide specific recommendations of the organizational model as such, as well as the implementing partner organizations assessing possibilities for future interventions. The assessment will cover the period from January 1st 2015 to the date of completion. The primary audience for the evaluation review is FOKUS and the Guatemalan partner organizations. FOKUS evaluates all its programs according to established principles for good development cooperation, as set out by Norad and OECD/DAC: **Effectiveness:** The extent to which a development intervention has achieved its objectives, taking their relative importance into account. **Impact:** The totality of the effects of a development intervention, positive and negative, intended and unintended. **Relevance:** The extent to which a development intervention conforms to the needs and priorities of target groups and the policies of recipient countries and donors. **Sustainability:** The continuation or longevity of benefits from a development intervention after the cessation of development cooperation. **Efficiency:** The extent to which the costs of a development intervention can be justified by its results, taking alternatives into account. **2.1 Specific objectives**

and questions of the evaluation The specific objectives of the evaluation is:

- 1 To assess and analyze to which degree the program has reached, or is in process of reaching, the set goals of the program and the potential impact of the program
- 2 To assess and analyze to which degree the program's organizational model (structure, methodology and financial resources) has contributed to reaching the set goals, including the contributions of each organization (partners, NCA and FOKUS).
- 3 Give strategic recommendations (including on multicultural and gender approaches) to FOKUS and the partners for future development of the program. Document best practices and lessons learned.

Key questions to assess under each objective:

1 Assess and analyze to which degree the program has reached, or is in process of reaching, the set goals of the program and the potential impact of the program

- What are the results that can be observed at this stage (based on the expected outcome and outputs for the program)?
- What is the potential impact of the program?
- Are there unforeseen and unintended positive impacts on final beneficiaries? Assess the strengthening/ capacity development of the implementing organizations.
- If there have been negative impacts on the target population, has the program taken appropriate measures to mitigate such? What are the lessons learned in addressing the outcome and outputs in the program and overcoming cooperation challenges?
- Assess how the program contribute to capacity development, and to strengthen the multicultural perspective in the national police, as well as among the implementing organizations.

2 To assess and analyze to which degree the program's organizational model (structure, methodology and financial resources) has contributed to reaching the set goals, including the contributions of each organization (partners, NCA and FOKUS)

- What are the strategies used in the program, and how does it relate to the achievement or non-achievement of results? Assess how the results achieved in the program is related to the intervention made.
- Is the implemented strategy/methods and selected partners the most appropriate?
- How are the financial management of the program in line with the contract requirements? Have the financial resources been sufficient?
- Could the program have been implemented with fewer resources, without reducing the quality and quantity of the results?
- How has implementation of the program ensured efficient use of resources?
- What is the added-value of the program's organizational model: FOKUS, consultant and implementing partners?

3 Give strategic recommendations (including multicultural and gender approaches) to FOKUS and the partners for future development of the program. Document best practices and lessons learned

- Can any best practices be documented? Give examples and discuss external factors that may be partly attributed to observed change.
- How has multicultural and gender perspectives been addressed in the program, give best examples and assess challenges. How can this work improve?
- What is the main challenge towards achieving organizational- and political sustainability? To what extent is the program supported by the national civil police and well integrated?
- How can monitoring of the program be improved?
- Are the objectives of the program adequately addressing the political context and the main issues of women in Guatemala? Is the program an adequate solution to the challenges in the national civil police in Guatemala?

3. Approach and methodology

The evaluation should mainly be based on qualitative methodological approaches conducted through a combination of desk studies and fieldwork. Methodological aspects will be refined from the technical proposal approved and initial meetings with selected consulting team. It is suggested that the methodology should have an internal view and build upon a feminist and

human rights approaches, and that the evaluation should include the following activities:

- Desk review of central documents of the Program.
- Interviews with key persons in the program: o

o FOKUS coordination team in Guatemala (and Norway) o Implementing partners such as collaborating organizations, stakeholders and other relevant actors o Representatives of the target institutions

- Writing of an inception report
- Writing of evaluation draft and final draft
- Presenting the evaluation

3.1 Documentation All supporting documentation will be available to the evaluation team and include:

- Terms of reference of the external evaluation
- Program application, logical framework, activities matrix, timeline and budget for 2015, 2016 and 2017
- PME systems
- The result matrix approved by Norad
- Narrative and financial reports 2015 and 2016
- Semiannual report and 9 months report 2017
- Publications and audio visual products financed by the program

4. Timing and deliverables The evaluation, including writing of the report, **is expected to be finalized by 1st of March 2018**. A preliminary estimation of the timetable for the evaluation process follows bellow.

The dates mentioned in the table may be changed with the agreement of all parties concerned.

Date	What
October, 30 th	Announcement of evaluation assignment
November, 20 th	Deadline for submission of proposals
November, 30 th	Selection of Evaluation team
December	Initial preparation, reading of documents, inception report
January	Interviews FOKUS staff, FOKUS consultant, partners
February	Interviews/discussions with target groups Interviews with stakeholders in the initial meetings with FOKUS)
February, 10 th	Submission of draft report
	Discussion with PARTNER/FOKUS on draft report, findings and recomme
February, 20 th	Feedback/comments from PARTNER/FOKUS.

March, 1 th	Submission of final report
	Presentation of final report and findings – translation of report to Spanish

4.1 Expected products

- A specific methodological proposal for the evaluation, with designed methodological techniques and tools.
- An inception report maximum of 30 pages
- An evaluation report in Word and PDF. There should be a short summary of the main recommendations and findings, and will be translated to Spanish and made available both electronically and in hard copies. The main sections of the evaluation report shall include:

- o Table of contents

- o Executive summaries in English and Spanish that can be used in its own right as documents. It should include the major findings (achieved results, lessons learned and main conclusions and recommendations).
- o Introduction including the objectives of the evaluation
- o Explanation of applied methodology, scope, limitations and contents of the evaluation
- o Description, analysis and assessment of the program on the basis described in the specific objectives of the evaluation.
- o Program analysis based on core evaluation criteria (effectiveness, relevance, efficiency, impact and sustainability) and FOKUS and partner organizations added value.
- o Qualitative analysis of the contributions made by the program to improve access to justice for victims of gendered-based violence in Guatemala.
- o Conclusions and recommendations about program implementation and achievements as well as other assessed areas according to the elements of the evaluation. Recommendations should be practical and if necessary divided for various actors and stakeholders.
- o Conclusions
- o Appendices: methodological proposal, work plan, list of activities, interview guide and sessions for evaluation; and other relevant documents prepared for evaluation

5. Evaluation team and required competencies

The evaluation team will work closely with FOKUS on the planning and implementation of the evaluation and with a reference group on logistics and practicalities related to field trips and interviews with stakeholders. The reference group will have representatives from FOKUS and the partner organizations, and the division of labour within the group will be explicated upon signing of contract.

The team shall have a designated team leader. FOKUS is responsible for selection and briefing of the evaluation team. The partner organisations and consultant in Guatemala will play a supportive role including logistics and mobilisation. Criteria for selection of the evaluation team include:

- Documented experience of producing high quality, credible evaluations (examples required)
 - Documented experience of working with/evaluating development cooperation through NGO work
 - At least one of the members must be fluent in both English and Spanish (spoken and written).
 - Have experience on participative methods in order to work in multicultural contexts
 - Documented knowledge to women's human rights, indigenous and gender perspective.
 - There must be a strong female representation in the team, and at least one member must come from Guatemala or have documented extensive knowledge of Guatemala. The team leader should develop a Terms of Reference for the other team member(s) to clarify roles, division of work and deliverables. None of the members of the evaluation team may have a stake in the outcome of the evaluation. The interpreters must be independent, not selected by stakeholders.

5.1 Evaluation premises The evaluator must be free of any conflict of interests regarding the writing and submission of the evaluation and must be prepared to confirm that they are evaluating independently of external influences. Additionally, the evaluation team will adhere to the following principles at all times during the evaluation process:

- Anonymity and confidentiality of informants' opinions and assessments will be respected.
- Responsibility: any disagreement within the evaluation team and the program's staff, regarding the evaluation conclusions and recommendations, will be mentioned in the final report.
- Integrity and independence
- Gender, multicultural and conflict sensitivity
- Information check: the evaluation team will ensure and is responsible for the validation of the information received
- Correct and timely submittal of reports

6. Management arrangements FOKUS shall be responsible for selection and briefing of the evaluation team. Consultant in Guatemala will play a supportive role including logistics and coordination in Guatemala.

6.1 Evaluation team's responsibility

- Carrying out the evaluation
- Day-to-day management of the evaluation process
- Logistical arrangements for field visits
- Regular progress reporting to FOKUS
- Development of results and recommendations
- Production of deliverables in accordance with contractual requirements.

6.2 FOKUS' and local consultants responsibility The program advisor will be responsible – on behalf of FOKUS - for supporting the evaluation team when necessary from Norway, while the consultant in Guatemala will be responsible in Guatemala. Specifically, they will be responsible for the following action/s:

- Inputs to design the evaluation, key questions for research, providing information materials, providing feedback of the evaluation (FOKUS Norway)
- Arrange field activities with partner organizations, and other stakeholders and acting as the liaison with the evaluation team (FOKUS Norway/ FOKUS consultant Guatemala)
- Logistical arrangements (FOKUS Norway/ FOKUS consultant Guatemala)
- Comment and provide input to the report (FOKUS Norway/ FOKUS consultant Guatemala)
- Approve all the products (FOKUS Norway/ FOKUS consultant Guatemala)

6.3 Authorship and publication

The final report will be open to all.

Annex 2. List of respondents

Anexo 1.- Informantes claves consultados		
Cargo	Institución	Nombres
Programme officer	FOKUS-NORUEGA	Marianne Holden
Former FOKUS desk Officer	External	Anton Popic
Former FOKUS desk Officer	External	Marianne Gulli
Former NCA Country Director Guatemala	NCA	Kristina Rodahl
Project Coordinator FOKUS-PNC	FOKUS-GUATEMALA	Alejandra Menegazzo
Former Project Coordinator FOKUS-PNC	FOKUS-GUATEMALA	Ada Valenzuela
FOKUS/PNC Project Monitoring	NCA	Floralidma Yax Tiu Verónica Sagastume
Members of the FOKUS/PNC Consortium	IEPADES-área de Género	Rosa María Wantlan Elena Educondray
Collective interview with representatives from the areas of Deputy General Direction, Sub-Directorate General for Crime Prevention, Department of Gender Equity, Department of Multiculturalism and JEPEDI (Planning)	Central office PNC	María Xic Yac- agente Marvin A. Moreira López agente- Maynor Coloch L.- Admon- José Antonio AguilarAlonzo- asesor Roxana Alvarado- agente- Carlos Estuardo Quiñonez- Comisario- Mario Pérez Tema- agente- Sandy Alejandra Cuc. Pérez - agente- Enida Velinda Ortega F- agente- Berbel Eunice Navas O. - Admon-
Collective interview/workshop with staff from different departments of the PNC Inspector General's Office	General Inspectorate PNC	Wendy Karina Jacinto Duque –Sub-Inspectora - ODH- Agentes: Bayron Yovani Simon Duque -ODH- Jorge Isaac Valenzuela Secaida -ODH- Manuel Osorio Ixpata -ODH- Lester Abel Ramírez Pérez -DIC- Luis Fernando Pereira Juárez -DIC- Loren Clemencia Pérez Ordoñez -DIC-

		Ricardo Evaristo Gonon Orozco - ORP- Andrew Natanael López Pérez -ORP- Pedro Kevin González Pu -ORP- Lester Adolfo Pérez López –REDIS- Leslie Carolina Sánchez Hernández - REDIS- Yeni Maribel Ortega Monzón -REDIS- Enrique Tutuc Chy –personal-
Members of the FOKUS/PNC Consortium	Fundación Guatemala	María Teresa Rodríguez - Representante Legal, Yolanda Nuñez-Enlace Político, Carla De León-Consultora
Assistant Head of Department of Education Advisor Training and Teacher Development Sub-Directorate for Studies and Doctrine PNC Advisor for Training and Teacher Development Sub-Directorate for Studies and Doctrine PNC Sub-Directorate for Studies and Doctrine PNC	PNC Academy	Edwin Abel Gómez Pastor Evelyn Marlene Peña Rivera
Collective interview with representatives of MOPSIC Offices in the General Directorate of the PNC	MOPSIC office at the general PNC office	Armado Leonel Gómez Santos-Comisario- Edgar Orlando Miche, Jefe Equipo Asesor MOPSIC, Angélica Flores, Departamento de Atención a la Víctima, Marcia Zuñiga Departamento de Equidad de Género, María Xic Yac Departamento de Multiculturalidad
Members of the FOKUS/PNC Consortium	Asociación Grupo Integral de Mujeres Sanjuaneras - AGIMS-	Ana Esperanza Tubac Culajay-Directora Olga Marina Xiquin Ajvatz-Representante Legal Ana Maria Top Toxon-Enlace Político Vilma Lucrecia Chin- Área Jurídica
Coordinator of the Support Network for Women Survivors of Violence in San Juan Sacatepéquez	Municipio de San Juan Sacatepéquez	Aura Carolina Ambrosio Psicóloga - MP-
Focus group with 10 women Survivors of Violence Asociación Grupo Integral de Mujeres Sanjuaneras	Asociación Grupo Integral de Mujeres	Raquel Patzan, María Alejandra Patzán, María Felipa Choy, María del Tránsito Pirir, María Yolanda Raxon , Elvira Aracely Chajón, Santos Siney

	Sanjuaneras - AGIMS-	Tacatic, María Antonia Equite, Selena Seruy, María Aparicia Chajón, Juana Alicia Subuyuj, Silvia Lucrecia Cojon, Rosa María Puluc Curup, Rafaela Chachac, Ana Lilian Sipac
Interview with the Delegate Agent OAV San Juan Sacatepéquez	OAV PNC San Juan Sacatepéquez	Yeimy Peña Agente PNC
Interviews with staff linked to the programme	Grupo Guatemalteco de Mujeres GGM	Ingrid Girón - Coordinadora CAIMUS Guatemala, Rebeca Lirrayes - Responsable Programa Sensibilización Formación y Prevención, Lidia Avila - Auxiliar de Investigación, Giovana Lemus – Directora de GGM, Dinora Gramajo – Enlace del Proyecto FOKUS/PNC
Focus Groups with women survivors of violence _AIMUS	Grupo Guatemalteco de Mujeres - GGM-CAIMUS- Guatemala	Alma Leticia Alvarez Cabrera, Irasema Diligan Magaña Muñoz, Claudia Alejandra García López, Ligia Marlene Segura Cordero, Sandra Marisol Yuc Miranda, Ana Gabriela Siliezar Díaz Rosa Ileana Fuentes, Fermina Mendoza Siguantay, María Delfina Tay Tebalan Juana Dominga Solís
Interviews with Police Reform Advisors	Police Reform PNC	Cristina Azurdia-Asesora de Reforma Policial Alma Luz Guerrero-Asesora de Reforma Policial
Interview with the Director of OAV	General Directorate of the PNC -OAV	Angélica Flores-Directora de Oficinas de Atención a la Víctima -DAV-
Joint Focal Group (women and men) with Administrative and Operational Staff of the OAV	General Directorate of the PNC -OAV	Agentes: Hermelindo Coloch Toj, Rolando Elías Poma, Lidia Judith Hernández Cortecía, Olga Beraly Godoy y Godoy, Sergio Aníbal Xocop, Jorge Mynor Román Gómez, Héctor Estuardo Polero, Yeimy Rosalía Peña Gutiérrez
Meeting with Project Coordinator FOKUS-PNC, Consortium Team and Project Evaluators	Reunión vía Skype	Marianne Holden, Alejandra Menegazzo, Ananda Millard, Gloria Lara, Elena Ducoundray, Rosa María Wantland, Yolanda Nuñez, Carla De León, Esperanza Tubac, Dinora Gramajo, Giovana Lemus

Annex 3. Workplan

Time line

The following timeline adjustments are suggested:

Inception Report: 16 January

Field data collection: 22-26 January

Preliminary review of data: 29 January-February 2

Discussion with FOKUS, and additional interviews (if needed) in Norway: 5-9th of February. This should include a meeting on analysis and final discussion on content and structure

Drafting of report: February 7th-16th

Quality Assurance: February 19-23th

Delivery of Draft report both English and Spanish: February 28th

Review and consolidated comments by FOKUS: March 9th (if these come earlier the report can be finalized earlier).

Final report in English two weeks after receiving comments. These two weeks will allow for discussions with partners if needed.

Report in Spanish one week after English version is approved.

Presentation of findings: TBA

Annex 4. Interview guides

Questions

Based on the questions in the ToR, a series of questions and discussion points have been developed. The objective of discussion points is to include processes of learning and reflection within the interview itself.

Key informant questions/and discussion points (Q: Question/D: Discussion):

Note: all questions below are intended to specifically refer to the intervention that the respondent has been engaged in. Therefore when questions appear broad they are to be framed by the intervention itself. This also applies to case history inspired questions). Its also important to underscore that the order of the questions below may or may not be followed during interviews as the objective is to have a discussion. While question 1 is most often going to be the starting point, the evaluation team will be responsible for ensuring that all questions are answered while allowing the respondent to determine the direction of the discussion. While doing this requires more attention and effort by the evaluation team, we have found that it enables the respondent to feel freer and to more easily identify nuggets of information that may be lost by a more rigid question/answer format. In each interview one of the evaluators will be responsible for ensuring that all information is covered while the second takes a more important role in the discussion itself. These roles (engaging in the discussion vs. keeping track of responses) will often be organically switched during the discussion. Doing this successfully can be tricky and therefore having a team that has ample experience working together and leading discussions in this way is a key asset.

- 1) Q: Please describe the intervention you have been part of? (Note: this question is derived from a case history approach rather than a semi-structured approach as the rest of the questions suggest. We find that using case history as a starting point is very important as it allows respondents to explain a trajectory, but also to highlight elements that might be overlooked with very narrow questions).
- 2) Q: Please describe how beneficiary groups have been selected? (See above. We understand that this type of information is in the project description, but we want to understand how partners define this. Is their understanding the same as the project description or different? Has it changed over time? If yes to any of these questions, why and what can we learn from these shifts).
- 3) Please describe what measures have been taken to ensure that beneficiary groups are equitable?
- 4) Q: What type of results have you observed so far (based on the expected outcome and outputs for the program)? How have you documented these results? (Indicators). Could something else have led to the visible outcomes/results?
- 5) D: Discuss with the respondents the approach used to measure progress and see if the approach is best possible.
- 6) Q: What do you think is potential impact of the program?
- 7) D: Do the indicators currently used speak to the impact of the programme interventions? How can they be strengthened?
- 8) Q: Have you witnessed any unforeseen and unintended positive/negative impacts on final beneficiaries? If yes, what actions have been taken to mitigate these? If no, do you have a system to collect this type of information?
- 9) Q: How have your organizations interventions contributed to capacity development, and to strengthen the multicultural perspective in the national police, as well as among the implementing organizations?

- 10) Q: What is the added value of the program's organizational model: FOKUS, consultant and implementing partners?
- 11) Q: Has multicultural and gender perspectives been included? If yes how? If no why not?
- 12) D: what are the key challenges with inclusivity and multiculturalism in Guatemala?
- 13) D: What are the key elements for sustainability?
- 14) Q: Can you walk us through the M&E system?

Note: Individuals that may be interviewed who do not belong to a beneficiary partner will be asked a general question:

1. **Could you please describe your experience with intervention XXX.** It is expected that this question will lead to other questions.

The above questions have been developed as a mechanism to entice discussion. These questions will not be used as a questionnaire, but rather as a guide for the evaluation team. The team will aim to have a discussion with respondents that is dynamic and lively. The discussion itself should be animated and lead to reflection. We expect that during the discussion many other questions will be asked and answered, but we have listed the above questions as key questions for which responses will be specifically sought after.

MSC Workshop

A series of workshops will be conducted with different beneficiary groups. Since for each group the intervention will be different the questions will be modified accordingly. The basic template for the line of questions will be:

- Could we start with a general description of what your situation/experience/job environment was like before the intervention started (brainstorm)? (designed to be reflective)
- What has the intervention done (brainstorm)? (designed to be reflective)
- What has been the main objective of the intervention? (designed to be reflective)
- Could you share with us how your (experience) has changed as a result of (the intervention). (Considerable time will be invested into understanding the experience here)

It is important to underscore that MSC workshops are very broad in their line of questioning. This is deliberate because they aim to open for an opportunity to identify a diverse set of experiences. However, the workshop process (see below) serves to narrow down the discussion into manageable and relevant story lines. The end result of the workshop process should be a limited number of MSC stories that are clear examples of programme activity results.

The MSC process:

- First, we introduce the project (evaluation) objectives and purpose of the workshop
- Second, we introduce the question (broad question) and work with the participants on a brainstorm of their experience/reflections
- Third, the moderator (evaluation team) works with the participants to identify the stories that best reflect the results from the intervention
- Fourth, the participants work on drafting the relevant story
- Fifth, stories are shared with the group, discussed, complemented and finished
- Six, the participants reflect on the intervention, the overall question and the result (MSC stories)-learning loop

Additional notes:

Financial data will not be examined in depth. Rather a summary of costs and expenses will be provided based on documentation. This information will mainly provide background.

Annex 5. Ethical Considerations

The following ethical standards and practices were adhered to:

- Harm to study participants was avoided.
- Participation (i.e., of respondents) in this evaluation was voluntary and free from external pressure. Information that might affect their willingness to participate was not withheld. All participants had the right to withdraw from providing data and/or withdraw information provided at any time.
- The confidentiality of information and privacy and anonymity of study participants has been ensured. The only exceptions apply to public organisation/government, etc., positions.
- The team operated in accordance with international human rights conventions and covenants, as well as local and national laws.
- The team was culturally sensitive when conducting data collection – that is, considered the differences in culture, local behaviour and norms, religious beliefs and practices, and perspectives on sexual orientation, gender roles, disability, age, ethnicity, and other social differences such as class.
- The team ensured and encouraged social inclusion and participation.
- The team has kept all materials in confidence and will ensure that materials collected are destroyed after the completion of the assignment.

Annex 6. Comments to the draft version of this report

Notes to the client:

Overall in response to the comments from the different parts to the consortium the evaluation finds that many of the responses serve to further highlight a lack of understanding of what working in consortium means, and how this can serve to benefit the collective objective. Also, troublesome, many of the objections are to do with the lack of results which are out of their control. While the evaluation team agrees that many factors are indeed outside the control of the implementing partners, it is worrisome that organizations are unable to see that effectiveness and efficiency are directly tied to, not only, what they do as independent agencies, but the context in which they work (i.e., the PNC). Therefore, it is not an adequate response to simply say “we are doing our very best”, or “we try”. The evaluation team does not question the commitment and good spirit of the organizations, but challenges whether or not a clear assessment has been made to see if their activities are ever going to reach their expected objective. The evaluation team does not in any way suggest that the PNC should not be engaged, but realistically engagement must be tied to a process of realistic expected gains. Lastly, we would like to underline that no organization at any time was able to tell us (or walk us through) a ToC. Quite the contrary they were all more than willing to highlight that any effort will take years, if not decades to reach their objective. We highlighted to them (as we intend to do in the document) that even if a goal can only be reached after a long time, having a detailed idea of how to get there is central to success.

FOKUS comments		The Review Team´s response	Change in report
Page/paragraph	Comment		
p.8/ 1st para	Why was the OECD DAC-criteria “effectiveness” left out?	This was an oversight of auto correction which has been corrected.	See pages 8 and 9
p.9 /Methodology	Overall comment: The approach is well explained, but it’s difficult to see what it means that the evaluation is anchored on UFE, EFE, FE and HRBA. In particular how the different approaches are applied in the points: a-d	Text was added to explain this	See bullets

p.9/0.4	spelling	The draft report (English) had not been edited, but has now.	Full report
p.9/last para.	Spelling – sentence missing word.	This specific comment was not identified, but the report has been language edited.	Full report
p.11/1.2.1	4 th paragraph – “in November..”: suggestion delete. Why is this information relevant to the context of the program?	This section as amended to better fit to the needs of the report	See section1.2.1
p.12/3 rd para	Sepur Zarco: 15 maya women, 11 survived the trial		
p.12/4 th para	NOTE! FOKUS supported MTM in this trial as part of this program, however MTMs contribution is not part of this evaluation.	A footnote has been included to highlight this relationship	footnote
11 Guatemalan context	Should there be a short presentation of the program before this section? Now the context is presented before we have been introduced to the program	We reviewed the document with care and felt that understanding the context is overarching and fir better (we tried the other option). However, if you feel	For the time being no change

		that you would much rather have the programme first we can switch sections	
11 Guatemalan context	Overall comment: Is the text relevant for this program or is different information needed? F.ex More information on indigenous women? How relevant is the case of Sepur Zarco here? Maybe some more information/data on violence against (indigenous) women in Guatemala would be more relevant? Or maybe information/data that comes after the text on the laws should come earlier? Is it the most relevant laws that are mentioned? Other laws that should be mentioned? Also should have a clear link between these two sections: what are the links of the contextual background and these laws? Should be clarified.	The text on context was changed to address the concerns raised	See section 1.2
p.12-13	Clarify why these laws are relevant to the program. Note! Paragraph 3 after p.13/title 3: rape is considered from 13 years of age – check out	Was double checked and the local consultant said 14. We have also made some changes to the text to clarify the relevance	Section on context
p.13/par.2	Footmark: see diagnostic sent for more information	The report added (had been reviewed but not footnoted previously	Footnote 6

<p>p.14/par.4</p>	<p>How are the other programs of the partner organizations connected to the FOKUS-program?</p>	<p>We do not have authority under the TOR to have organizations disclose what else they do which is not funded by FOKUS, we asked about it, but were only given loose information that the efforts were part of something else. In some cases it is easier for us to establish than other cases less so. Where possible we have tried to clarify based on the data we actually did have access to.</p>	<p>Where relevant throughout the report.</p>
<p>p.15/para.1</p>	<p>ToC – only what is applied in the initial program description</p>	<p>Not clear what the comment meant, but we have clarified what we meant by the ToC and the need for a ToC and hope</p>	<p>Multiple locations in text including recommendation 4.</p>

		this has addressed the concern	
13 History of the programme	Should the role of the coordinator and NCA be part of this section?	The role of the coordinator was detailed further	
15 Partnership model	What does it mean that the partners are in a consortium? Written guidelines for their work? Lack of MoU.	We have tried to further explain the challenge and the expectation where relevant	Throughout the report
p.15/ 1.4	MTM is also taking part in this program, but not as part of the consortium, should be mentioned working juridically. Maybe here or earlier?	We have added text and footnotes where relevant	
16	Aside from the challenges Sentence needs to be rephrased	The whole document was edited and the Spanish version retranslated	
16	NCA or NRC?	NCA. The correction has been made	See page 16
p.16/par. 3	Consultant is from 15.03.18 – given 100%, no longer part time position. Maybe also need to mention that the consultant changed during the time of the programme implementation?	A footnote was added to highlight that the coordinator was made full time in march 2018. Since the evaluation data collection is	Page 17

		<p>references to the time previous, we felt it would be inaccurate to remove the comment made. An addition regarding the engagement of two different coordinators was also made.</p>	
17 presentation of PNC	<p>How many people work with the PNC?</p> <p>Could also mention the challenge policy in Guatemala has had as part of the armed conflict, and the lack of trust to the institution.</p>	<p>This has been adapted and highlighted</p>	<p>Multiple times in revised report</p>
p.18/1.5	<p>Should consider mentioning the work with MTM before, even though not part of this evaluation.</p>	<p>Footnotes added</p>	
p.19/	<p>Figure 3: Operational Model- not possible to read all the text.</p>	<p>The figure has been modified to enable better readability and better reflect that the consortium work only accounts for some of the parts of the puzzle</p>	<p>See figure 3</p>
p.20/ Results	<p>What level within the PNC has been included in training, i.e. is there sufficient management ownership?</p>	<p>The issue of lack of ownership was described in more</p>	<p>P 26</p>

		detail we feel. If still unclear, please let us know.	
p.20	Spelling: FUNGUA not FUNGIA	Corrected	Page 20
p.20	How many of the PNC officials have been trained? In MOPSIC and gender equity department? Does evaluations of these trainings exists?	Trainings have not been evaluated. This was detailed in report. Meaning not the actual outcome of training only the perception of participating parties	
p.20	What is meant by institutional capacity?	The document was edited, so comment may not be relevant, but the concern led to clarifying text	
P.21/ para.1	First sentence: which report are you addressing?	As above	
p.22	About the Gender policy (PEG?) This section is not clear to me, please elaborate/clarify. (IEPADES)	As above	
p.22/last para	M&E what about the role of the consultant? Not only NCA who helped out with the monitoring.	Clarified	
p.24/Table 2	2.3 corresponds to IEAPDES not GGM 2.4 corresponds to GGM not FUNGUA	Correction has been made	See table 2
p.26	What protocols are your referring to?	Clarified	

p.26/last para	Spelling – sentence unclear: second sentence.	English document has been professionally edited. Spanish document has been reviewed in full by authors	Full doc
p.27/2 nd para	Study trips to el Salvador- created new working groups cross boards or no? FUNGUA- need to reply on this.	FUNGUA did not provide additional data on this	
p.28/para.2	Spelling last sentence.	English document has been professionally edited. Spanish document has been reviewed in full by authors	Full doc
p.28/2.3	Five results indicators, not four.	Correction made	Page 28
p.30/2.4	What about the collective knowledge on administration assistance through consultant, and learning from multicultural perspective processes?	We have added text on the consultants (to the degree possible given available data) and on multiculturalism (specifically lacks of)	Where relevant throughout doc
p.31/para. 5	Consultant now has a 100% position form 15.03.18	A footnote was added to note that this position became	Page 31

		full time after data was collected	
p.32/ Relevance	Could a quote support the best practices from AGIMS in Box 2?	We added text to the main text that we felt met this request best. If you see the quote and would rather have it in the box, we can move it.	
p.33 Efficiency- Institutional model and organizations involved, first paragraph	<p>“This means that a single activity is, on the one hand part of the Fokus programme, under review here, and simultaneously forms part of a broader engagement carried out by the lead organization”.</p> <p>Does this mean that the program/some program activities might have contributed to achieving results that are not part of this program’s planned results?</p>	Could be, but we have no data on broader programmes. We explain why in the main document	
p.34	Should funds to partners increase/decrease?	Text has been added to respond to this question.	Page 34.
p.34	Has the team identified interventions funded by other donors where FOKUS funding is complementary?	Not possible to do this given mandate and rights, but we explain this in the text	

p.34/impact	Should the programs objective be more narrow?	This issue has been addressed with an additional bullet point in conclusions and lessons learned and recommendations, to ensure the question is adequately responded to.	See conclusion and lessons learned and recommendations
p.36, bullet point 1	Role of consultant: could this be more specified, in what way should it be strengthened? What does it mean in practice?	We think this is better explained in the revised version of text	
36, bullet point 3	Does the team have an example of what a MoU between the consortia and PNC could/should look like?	We have detailed the type of things that this should aim to, but developing an MOU would be out of scope. We suspect that consortia partners such as IEPADES would have a document that could be amended. They, have, after all, ample experience working with the PNC	

36, bullet point 4	What do you mean by effective inter-institutional coordination?	Text was added to clarify	Page 36 buller 4
37, bullet point 3	Do not understand the last sentence "modality used for implementation?"	Point was made elsewhere in the report in a more effective way, so removed from here	Text deleted
37, Recommendations, bullet point 1	You mean as one person being responsible for the dialogue, as representing the consortium? Would that be possible when partners intervene with PNC in different levels and other programs?Please clarify.	Text has been added to clarify	Lessons learned, conclusions and recomendations
37 Recommendations, bullet point 5	What does the requested pro-con assessment mean in terms of process and procedure? Who is to undertake the assessment? How?	It was introduced into the recomendations. If this remains unclear we are happy to elaborate even further. In short it should be tied to the development of the Toc	Included in text and specifically in recommendation 4
37, bullet point 2	How? Can you specify.	Text has been revised	
37, bullet point 3-4	External or internal assesment?	As above	
	More general:		

iii (acronyms)	FOKUS – Forum for Women and Development	Change has been made	
	INGO – International ...	Change has been made	
	The FOKUS funded program are only a small part of the partner organization’s activities. Does this mean that the police program might have contributed (maybe at an impact level) that are not covered th	See text and footnote. Its not possible to know because the evaluation team does not have authority or mandate to query other prigrammes	
	The report should give more room to the coordinator’s role (for example what concrete is her role and tasks, why does she have limited authority)	The text has been expanded	
	Are there any specific suggestions for the role and responsibility of the coordinator in the program?	No more about definitions. This has been expanded in the text	
	There should be a stronger focus on the indigenous perspective of the program (for example why it is important, what has worked, what has not worked, why)	As the report indicates very litten attention has been placed on muticulturality aside from the AGIMS efforts. If this is not	

		sufficiently explained we are happy to add text	
	Does the team have examples of success factors for successful capacity building?	It would not be appropriate to use examples external to this assignment, however, it is noted that with the available data it is not possible to know if these are successful. They appear not to be and the reasons for this are given. If we have misunderstandasood the concern please let us know	
	Which partner organization is most crucial to achieve the planned results in the program? What should be the role of the different partners into a second phase?	We don't feel that any one organization is most important, of course AGIMS has been most aligned with the sentiment of the programme. This we feel is well reflected. Mainly the	

		role of partners has to do with how they engage in the consortium. We have tried to make this clear.	
	Some of the findings and observations are repeated several times; the document can be edited and shorter	The report has been edited	Full doc
	Language could be improved	English document has been professionally edited. Spanish document has been reviewed in full by authors	Full doc
	FOKUS – in capital letters – throughout the document not Focus	This errors has been corrected	Throughout doc where relevant
	Not visible how multicultural perspective and gender – as conceptions are understood and applied in the evaluation, with the emphasis on the Guatemalan context.	We have added text to clarify	

IEPADES		La respuesta del equipo de la evaluación	Modificaciones en el informe
Página, párrafo.	Observaciones		
10 - a)	Esta afirmación no está apegada a la realidad. El énfasis estuvo en la metodología aplicada, no se hizo referencia a los puntos sustantivos que aborda el informe, por ejemplo, los "hallazgos" del Equipo Evaluador en relación con la Política de Género de la PNC, lo cual consideramos debió abordarse.	Entendemos que la observación se opone a la metodología descrita. Sería necesario que detalle exactamente como IEPADES piensa que en cuanto es directamente relevante a las entrevistas/reuniones que incluyeron a IEPADES y revisión de documentación de IEPADES estas afirmaciones no se apegan a sus experiencias. Específicamente pues IEPADES no participo en la recolección de información en general por lo cual solo puede comentar en referencia a	Se debe tener mucha mas exactitud en referencia al comentario para poder realizar una observación anexa o cambio. Dada que la observación es todo lo que se tiene, no se pudo adjuntar un cambio u observación.

		<p>elementos en los cuales fueron partes. Se debe subrayar que la reunión con la oficina de la Reforma Policial donde se discutió la política de género no fue ni sugerida y organizada por IEPADES a pesar de que IEPADES era la institución clave en referencia a la política. Las razones por las cuales IEPADES excluyó esta institución de la lista de entrevistados sugerida no se sabe.</p>	
11 – c)	Se considera que esta afirmación no corresponda a la realidad. Igual que observación anterior.	Ver arriba	Ver arriba
11 - e)	Igual que la observación anterior.	Ver arriba	Ver arriba
15 - 3	FOKUS ha tenido información de los otros programas de IEPADES con la PNC, y el aporte de FOKUS se valora como un complemento importante en procesos orientados al fortalecimiento institucional, no ha habido duplicidad, falta de transparencia, ni invisibilización del aporte de FOKUS. En relación a que las socias solo ven al consorcio como una	El equipo de evaluación solo puede responder en referencia a información que fue	El equipo no fue proveído con documentos para sustentar esta observación. Por

	oportunidad de establecer contacto con otras instituciones, para IEPADES esto no es así, por lo tanto la generalización es errónea.	compartida con dicho equipo.	lo cual realizar una modificación u observación no fue posible.
17 - 1	Las capacidades de IEPADES se ven minimizadas en la valoración que hace el Equipo Evaluador. Para IEPADES, la historia de trabajo y conocimiento que se tiene de la PNC es un elemento importante que actúa como "factor protector" que incide en poder dar continuidad a las actividades y procesos de trabajo, es un valor agregado. Esta observación es relevante ya que durante la entrevista que se tuvo con el Equipo Evaluador, la Evaluadora principal dijo "conocer el trabajo de IEPADES", pero lo que acá se expresa no refleja ese conocimiento.	El conocimiento y experiencia que IEPADES cuenta trabajando con la policía se destaca en el documento como un elemento clave e importante. Por lo cual la observación no se entiende. Vale resaltar que el programa y no IEPADES es el elemento bajo evaluación.	No se realizó cambio, pero si se editó el documento lo cual tal vez sirve para aclarar la temática.
18 - 2	Para IEPADES, la función de la Coordinación nacional ha sido clara y positiva, especialmente en el caso de Alejandra Menegazzo.	El texto se aclaró	Se añadió texto para explicar las observaciones de las instituciones parte como del equipo evaluador
	IEPADES expresa su inconformidad con la caracterización limitada, imprecisa y dispersa que se hace de su trabajo en este apartado, ya que no refleja la integralidad de sus	Esta evaluación se enfoca al rol de	

<p>19 – 4 del recuadro.</p>	<p>enfoques y metodologías de trabajo, áreas programáticas, etc. Además, la inclusión de la expresión "aunque...." en el contexto del párrafo se puede entender como una crítica implícita; en el mismo sentido entendemos la aseveración de que "IEPADES ha basado su trabajo en los resultados de la investigación" ya que no especifica si se refiere a una investigación en particular con la PNC o a la investigación como un eje de trabajo institucional, en todo caso pareciera no tener sentido. Si el Equipo Evaluador necesitaba un material informativo actualizado sobre el quehacer de IEPADES nos parece que lo correcto es haberlo solicitado.</p>	<p>IEPADES dentro del contexto del programa, y no pretende ser una evaluación de iepades. Si hay un elemento clave de modificar, sería importante tener información precisa y documentación adicional. Vale notar que si hay algún documento en particular el equipo evaluador no tiene la capacidad de saber cual este podría ser. Solo tiene conocimiento sobre material de programa.</p>	
<p>20 -1</p>	<p>Esta aseveración es superficial y errónea al abordar la cuestión del proceso de fortalecimiento de la función de la PNC en el marco de un modelo de seguridad democrática; por ejemplo indica que hay una nueva Ley de Orden Público, lo cual no es cierto. La ley de Orden público vigente es de 1966, existe en el Congreso una iniciativa de nueva ley de Orden Público, pero está pendiente de aprobarse por</p>	<p>La observación destaca su desacuerdo, pero no prevé una respuesta clara sobre la falta ni información para</p>	<p>A base de la información proveída no es posible realizar un cambio.</p>

	<p>artículos. Además el Equipo Evaluador, ignora que existe una Ley Marco del Sistema de Seguridad Nacional que destaca y fortalece la función policial, así como Políticas Públicas formuladas en consonancia al modelo de la seguridad democrática. El problema del Equipo Evaluador es que hace afirmaciones sin tener suficiente información sobre el tema, lo que le lleva a conclusiones parciales, subjetivas, alejadas de la realidad.</p>	<p>respaldar la observación realizada. Se nota que la observación es crítica, pero no constructiva y no da paso a que se pueda mejorar el documento pues falta información para poder responder adecuadamente</p>	
<p>20 -2 últimas líneas</p>	<p>Este es uno de los factores de riesgo que siempre hemos planteado en el Proyecto.</p>	<p>No se pudo ubicar el comentario</p>	<p>A base de la información proveída no es posible realizar un cambio.</p>
<p>24 -3</p>	<p>El Equipo Evaluador no abordó o profundizó sobre los esfuerzos realizados en este sentido. La Coordinadora nacional tiene suficiente información al respecto.</p>	<p>Siendo que no se provee la información que tiene la coordinadora, y el equipo no tiene dicha información. Nuevamente se destaca que esta es una crítica no constructiva que no permite la mejora del documento</p>	<p>A base de la información proveída no es posible realizar un cambio.</p>

<p>24 - 4</p>	<p>Esta discusión ya se tuvo con las autoridades de la PNC, IEPADES y el Equipo de la Reforma Policial. Lo que subyace en la postura del Equipo de la Reforma Policial es mas complejo, implica planteamientos políticos, enfoques, metodología e incluso intereses económicos. La DGA siempre invitó a la Reforma Policial a las reuniones de la Mesa Técnica que actualizó la Política de Género, y fue el Equipo de la Reforma Policial quien se ausentó de la Mesa Técnica después de una reunión en la cual una de sus integrantes tuvo un exabrupto debido a su malestar por el proceso de actualización de la política impulsado por la DGA. Lo que nos parece extraño por parte del Equipo Evaluador es no haber solicitado mas información directamente a IEPADES y menospreciar la decisión de la DGA en apropiarse de su propio proceso.</p>	<p>El equipo evaluador plantea que hay diferentes recuerdos de la historia. El equipo evaluador no esta en posición (y lo dice claramente) de determinar cual es la realidad. Se destaca que el equipo evaluador no menosprecia el aporte de nadie, solo cuestiona si las decisiones realizadas son las mas apropiadas y destaca que no existe un estudio que determine una u otra posición. Nuevamente si esta es una información errónea IEPADES debería haber proveído, como parte de esta observación,</p>	<p>A base de la información proveída no es posible realizar un cambio.</p>
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		información para sustentar su posición.	
25 - 2	No se entiende.	No se pudo ubicar el comentario	A base de la información proveída no es posible realizar un cambio.
25 - 4	IEPADES valora las capacidades de cada una de las socias integrantes del consorcio y considera tener las capacidades y experiencia necesaria para implementar las actividades asignadas dentro del Proyecto. Además en reuniones de coordinación se ha planteado el trabajo desarrollado, los avances y problemas encontrados. Sin embargo también se considera que hay aspectos del trabajo conjunto del consorcio que se deben mejorar.	Este comentario no genera cambios al informe.	No hay cambio
25 - 5	Si es importante contar con el apoyo y herramientas adecuadas para desarrollar procesos de evaluación sobre el aspecto señalado.	Entendemos esto como resaltando lo que dice el documento.	No hay cambios
26 - 2	Es lamentable que el Equipo Evaluador no haya abordado a profundidad este tema con IEPADES y con la DGA conductora del proceso de actualización de la política, motivo por el cual les falta de claridad en todos los aspectos. Las apreciaciones del Equipo Evaluador no valoran el hecho de que la PNC por conducto de la DGA haya asumido el compromiso de tener una Política de Género y consecuentemente haya tomado la decisión de actualizar la Política elaborada por la Reforma Policial en un proceso al margen de la institución policial. La	Ver comentarios previos	Ver comentarios previos

	DGA no descartó el documento elaborado por la Reforma Policial, el cual se tomó como documento base.		
26 - 4	Esta situación se analiza periódicamente en reuniones de coordinación para hacer las adecuaciones necesarias o que se consideran oportunas.	No se entiende a que se refiere este comentario. En nuestra versión del documento el párrafo 4 pagina 26: En general, no hay pruebas de un impacto negativo potencial como tal, excepto quizás la frustración entre los agentes de policía entrenados que sienten que no pueden utilizar eficazmente los conocimientos adquiridos. Vale notar que si existe el riesgo de que no se logre el impacto esperado. Para asegurar que los objetivos si sean alcanzados será necesario realizar un estudio más crítico de	No hay cambio

		<p>la trayectoria del proyecto y una TdC clara que tome en cuenta todos los factores relevantes (de apoyo y dificultades).</p> <p>Si es el caso que IEPADES realiza estudios sobre los agentes seria bueno tener copia de estos para poder evaluar adecuadamente</p>	
26 - 5	<p>Sobre de que no hay evidencia que demuestre un mecanismo de réplica claroEsta actividad apenas se implementará en el 2018 y se están impulsando las coordinaciones interinstitucionales previas para asegurar el resultado esperado. En relación a la falta de claridad del Equipo Evaluador sobre lo que se obtendrá de la Política de género y los apoyos que se necesitarán para su implementación, es el resultado de no haber profundizado sobre el tema con IEPADES ni con el espacio de la PNC en el cual se implementó el proceso de actualización de la Política de Género. También refleja la incongruencia con el aspecto “participativo” que plantean en su metodología de trabajo.</p>	<p>Un comentario adicional se incorporo al documento para introducir la posición de IEPADES, pero el documento mantiene que el problema no es el tiempo, pero con la falta de un mecanismo de replicación y el numero total de policías.</p>	<p>Página 24 sobre el comentario hecho relevante a la pregunta sobre la masa crítica. El comentario de género permanece ya que la observación presentada aquí no proporciona ningún argumento</p>

		<p>La política de género se discutió con múltiples oficinas del PNC y el comentario se mantiene. IEPADES no demuestra aquí que hay una idea substantiva sobre el esfuerzo que será necesario para poder implementar la política. Los evaluadores no están dudando nada realizado por IEPADES pero que los pasos a seguir no están claros y el esfuerzo a realizar tampoco. Si IEPADES cuenta con un plan de trabajo realizado que demarque todos los pasos a realizar, y una teoría de cambio detallada al respecto favor de compartir para poder cambiar el</p>	<p>creíble para justificar un cambio.</p>
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		documento apropiadamente.	
29 – 2 del recuadro	El hecho de que el Equipo Evaluador haya recibido opiniones que resaltan mas la existencia de afirmaciones falsas sobre la discriminación de género y en su caso de VCM y Acoso, evidencia que la metodología aplicada en los grupos focales y/o la actitud de dicho Equipo no logró establecer el nivel de confianza con el personal policial para que se expresaran sobre la realidad de dichos temas, los cuales siempre son difíciles de abordar.	IEPADES no provee información para demostrar que lo que se encontró es falso. Por lo cual no se puede hacer ningún cambio.	A base de la información proveída no es posible realizar un cambio.
29 - 1	Lo que IEPADES indicó al Equipo Evaluador es que para capacitar sobre el Protocolo en el que venimos trabajando con la Inspectoría General, este debe ser aprobado y oficializado por las autoridades, proceso que se ha implementa en el 2018.	El documento recalca esto específicamente así que la observación no se entiende.	No hay cambio
30 - 1	La valoración del Equipo Evaluador parte de las apreciaciones del personal policial que ha participado en una parte de las actividades desarrolladas, los cuales no tienen la visión integral del proyecto y omite la existencia de procesos paralelos que en su conjunto lograrían impactos en la institución. (Diseño de instrumentos y herramientas+ capacitación en equipos clave+apoyo a proceso de política institucional+campañas de sensibilización). Aparte de que no toma en cuenta la naturaleza y dimensión de la institución, la complejidad de los temas que se abordan y las resistencias implícitas, el monto invertido y el corto tiempo de ejecución del Proyecto.	Por lo contrario, se menciona en múltiples partes del documento que la temática es compleja y que no se puede esperar que un numero de actividades pequeñas tengan un alcance alto, al mismo tiempo esto no quiere decir que las actividades realizadas no se	No hay cambio

		deben cuestionar. Se pide que IEPADES tome nota clara de los TDR. Si IEPADES esta en desacuerdo de las preguntas realizadas por la evaluación, se ruega que se lo planteen al donante (FOKUS) pues el equipo evaluador no determino las preguntas.	
30 - 2 ultimas líneas	El aporte de la metodología para estas evaluaciones sería importante.	Esta es una tematicaque debe abordarse con el donador -FOKUS	No hay cambio
31 - 2	Desde el inicio del Proyecto y dada la experiencia de trabajo de IEPADES con instituciones públicas y especialmente la PNC, se señaló la dificultad de alcanzar los resultados propuestos en el Proyecto e insistimos en la necesidad de adecuarnos a la realidad y dinámicas institucionales.	El equipo evaluador resalto esto en el documento. Se pide que IEPADES tome nota clara de los TDR. Si IEPADES esta en desacuerdo de las preguntas realizadas por la evaluación, se ruega que se lo planteen al donante	No hay cambio

		(FOKUS) pues el equipo evaluador no determino las preguntas.	
31 - 3	IEPADES considera que el apoyo de la Coordinación ha sido importante y determinante en los avances alcanzados en la dinámica como consorcio	Ver clarificación en el documento	Modificaciones realizadas referente al rol de la coordinadora, posición de los contraparte y problemáticas visibilizadas
31 - 4	En el caso de IEPADES, el Equipo Evaluador omite el proceso de evaluación participativa que se ha hecho en cada componente de trabajo del proyecto, el cual ha permitido hacer las adecuaciones en el enfoque y metodología en función de los resultados esperados. Se le planteó como ejemplo las adecuaciones incorporadas al proceso de capacitación. Esta experiencia de trabajo se le expuso de manera sintética, dado el poco tiempo de intercambio que se tuvo con el Equipo Evaluador, aspecto que se le señaló a la Evaluadora principal a lo cual respondió que así era siempre por cuestión de financiamiento.	A base de la observación realizada no se puede realizar un cambio. Las observaciones en el documento están basadas sobre en la información recolectada durante entrevistas con IEPADES, miembros del PNC incluyendo un numero alto de participantes en talleres realizados por IEPADES. Es	A base de la información proveída no es posible realizar un cambio.

		<p>importante recalcar que el informe no cuestiona la temática que plantean las capacitaciones, sino que cuestiona el proceso de capacitación como una forma eficaz y eficiente de llegar al objetivo general del programa. A nivel de currículo solo se cuestiona el bajo uso de conocimiento a nivel consorcio. Esta observación no es pertinente para ninguna de las dos observaciones.</p>	
<p>34 - 4</p>	<p>IEPADES valora positivamente las capacidades de AGIMS. Además, la coordinación de FOKUS está informada y consciente de los requerimientos de apoyo que al menos en el caso de IEPADES se han planteado a FOKUS sobre este tema, pero además el Equipo Evaluador ignora el esfuerzo que se hizo en la Mesa Técnica del proceso de actualización de la Política de Género, en la que se logró incluir algunos principios y/o bases para desarrollar el enfoque multicultural en el quehacer institucional.</p>	<p>No hay ninguna información que destaque que AGIMS fue incluido en el desarrollo de trabajos liderados por IEPADES si esto fue un malentendido,</p>	<p>A base de la información proveída no es posible realizar un cambio.</p>

		<p>rogamos se realice la aclaración. Se destaca que AGIMS resalto su trabajo con GGM y FUNGUA pero no hizo ninguna mención de trabajo conjunto con IEPADES. En ningún momento el documento destaca que esto es basado a un menosprecio, solo a una falta de uso de las capacidades existentes dentro del consorcio.</p>	
35 - 1	<p>Existen diferentes formas de compartir conocimiento. Iepades ha contribuido al conocimiento de la PNC y en las reuniones colectivas a compartido su experiencia y opinión sobre el trabajo conjunto del Consorcio. También ha facilitado materiales que ha producido.</p>	<p>La observación no destaca como esto podría haber respondido a la problemática planteada en referencia a relevancia, eficacia y eficiencia de actividades realizadas. Si esta es</p>	<p>A base de la información proveída no es posible realizar un cambio.</p>

		<p>una omisión por parte del equipo de evaluación es importante identificarlo para que se pueda resolver.</p>	
35 - 3	<p>Esto es relativo, efectivamente el tema de género no es prioritario para muchas autoridades, pero el hecho de que la DGA de la PNC haya asumido el proceso de actualización de la PEG, evidencia algún avance.</p>	<p>No necesariamente. En términos de género, desgraciadamente abundan los ejemplos alrededor del mundo donde instituciones se “comprometen” y usan sus compromisos como una forma simple de silenciar trabajo real bajo la temática. Se encuentra preocupante que en su observación y tomando en cuenta la experiencia institucional de IEPADES, se tome como compromiso real todo compromiso</p>	<p>Este comentario no genera un cambio dentro del documento, pero si destaca la problemática que el mismo documento aborda.</p>

		<p>si evaluar a fondo los impactos esperados y los cambios reales a largo plazo. Esta observación subraya la importancia que se debe dar a estudios de fondo que cuestionen las metodologías/tipos de actividades y que se puede esperar de las mismas</p>	
35 - 3	<p>Efectivamente esta situación es un problema. Los acuerdos de alto nivel son importantes y se deben lograr, pero incluso estos pueden ser modificados o ignorados por las autoridades. Por esa razón se ha trabajado en facilitar herramientas a las dependencias, como el DEG el cual cuenta ahora con materiales para capacitación en género, incluyendo materiales producidos en el marco del Proyecto FOKUS y de otros proyectos; además de la capacitación se actualizó en forma participativa su Manual de Funcionamiento y se elaboró una Guía Metodológica para el Seguimiento y Evaluación de su trabajo. En el 2018 corresponde dar seguimiento a su aplicación.</p>	<p>Ver comentario arriba. Como destaca el documento de evaluación se persigue un proceso de análisis claro donde se destaquen las problemáticas. El documento evaluador destaca nuevamente la importancia de una clara TdC,</p>	No hay cambio
40 - 2	<p>El Equipo Evaluador hace un análisis parcial del impacto del Proyecto al mantener una visión dispersa de sus componentes, si bien hay muchos aspectos que mejorar como</p>	<p>El equipo evaluador no tuvo acceso a ningún documento</p>	No hay cambio

	<p>consorcio, si existe una estrategia integral que articula los diferentes componentes que se trabajan, por lo menos en el caso de IEPADES. Ya se hizo referencia a esta articulación de actividades: capacitación+ diseño de herramientas+ sensibilización del entorno, etc...</p>	<p>(Teoría de Cambio) que presente todos los elementos de cada parte (miembro del consorcio) y como cada están articuladas, y se apoyan unas entre otras. De momento la documentación que se tiene es cual determina actividades realizadas por cada institución independientemente una de la otra con un enfoque en actividades no en proceso.</p>	
<p>42 -</p>	<p>Entendemos que las denominadas "lecciones aprendidas" son mas bien las conclusiones del Equipo Evaluador, porque en ningún momento, por ejemplo con IEPADES, se desarrolló un proceso que nos permitiera identificar las "lecciones aprendidas"</p>	<p>El comentario de muestra falta de entendimiento del proceso incluyendo de la reunión final con miembros del consorcio. Se invita que esto sea clarificado por medio</p>	<p>No hay cambio.</p>

		de discusión con FOKUS sobre los TDR, y el informe de inceptión y se destaca que el cliente de esta evaluación es FOKUS.	
41 - 6	<p>Para IEPADES la aseveración del Equipo Evaluador sobre que " Debido a la reformulación de la Política por parte de IEPADES, el proceso de implementación se detuvo durante 9 meses....." tiene implicaciones graves ya que se nos señala como un obstáculo en el avance de la implementación de dicha política, por lo cual expresamos nuestro total y absoluto rechazo. Para ilustrar el error en que incurre el Equipo Evaluador explicamos lo que motivó a la DGA a decidir el proceso de actualización: Con el apoyo de la cooperación sueca, IEPADES inició en el 2016 en coordinación con la SGPD-DEG, la socialización de la Política elaborada por el Equipo de la Reforma Policial, como paso inicial en el proceso de su implementación. Posteriormente al concluir el proyecto con Suecia, el Proy. FOKUS apoyó a la Mesa, según consta en los informes. De acuerdo a la metodología planteada se promovió la integración de los "grupos impulsores de la política" en cada dependencia de la PNC (Subdirecciones Generales) con quienes se desarrolló el ejercicio de socialización. Cuando el personal de la PNC fue conociendo la Política, empezaron a surgir observaciones especialmente porque en el Plan Operativo se asignaban responsabilidades a algunas dependencias que en su opinión no correspondían a su mandato institucional, también hubo observaciones a los plazos establecidos para implementar algunas acciones sin establecer y/o considerar costos y</p>	Este texto se modifico pues se nota que el texto fue mal representado.	Recomendaciones fueron modificadas.

	<p>dificultades de presupuesto, así como sobre otros puntos. Incluso hubo opiniones en relación a que la política era una copia de la Política de la PNC de El Salvador. Esta situación llevó a la DGA a plantear la necesidad de desarrollar bajo su conducción, el proceso de actualización de la política, para lo cual integró una Mesa Técnica con Delegados de todas las Subdirecciones y dependencias de la PNC. La DGA solicitó a IEPADES apoyo técnico para acompañar el proceso, por lo tanto nunca fue " <i>la reformulación de la Política por parte de IEPADES</i>". Desde nuestra perspectiva la decisión de la DGA implicaba un compromiso institucional con la política, especialmente porque el insumo principal para el trabajo de la Mesa Técnica fue el documento elaborado por la Reforma Policial. La misma DGA invitó al Equipo de la Reforma Policial a presentar la política en el acto en el cual inició el proceso de actualización, también fue convocado a las reuniones de la Mesa. IEPADES únicamente acompañó el proceso que fue exclusivamente conducido por la DGA. Este apoyo implicó aspectos metodológicos, desarrollar procesos de capacitación con los/las integrantes de la Mesa Técnica en varios temas como Género, Políticas Públicas/Políticas de Género y Planificación con enfoque de género, también se facilitaron materiales de consulta, etc.</p> <p>La afirmación del Equipo Evaluador objetada por IEPADES coincide con opiniones vertidas por el Equipo de la Reforma Policial, lo cual podemos entender, lo que no podemos aceptar es que el Equipo Evaluador haya dado por válidas estas aseveraciones y habiendo tenido la oportunidad de plantear a IEPADES esta situación, no lo hizo, aparte de que nunca se nos informó que el Equipo de la Reforma Policial sería</p>		
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	<p>consultado para evaluar nuestro trabajo. Creemos que la afirmación del Equipo Evaluador confirma la existencia de una actitud prejuiciada hacia IEPADES, que se perfila de manera consistente al evaluar o referirse a su trabajo en las diferentes partes de este Informe, sus apreciaciones son muy subjetivas y tergiversan la realidad de los hechos.</p>		
<p>42 - 1</p>	<p>Al Equipo Evaluador se le explicó precisamente que frente a ese problema IEPADES hizo adecuaciones al proceso de capacitación, ya que mientras no se pueda crear una especialidad en materia de género y/o modificar la Ley Orgánica de la PNC, la movilidad del personal es parte de la vida institucional. Por otra parte, el Equipo Evaluador invisibiliza los otros componentes trabajados por IEPADES que complementan el efecto de la capacitación, por ejemplo la elaboración de la "Carpeta de Capacitación", la actualización del Manual de Funciones del DEG y la Guía para el Monitoreo y Evaluación del trabajo del mismo DEG. Dichos materiales, en opinión del Subdirector General de Prevención del Delito, son importantes porque se insertan en los cambios que se estarán implementando próximamente y que se refieren a un Sistema de Evaluación Permanente del quehacer institucional. A este aspecto se le estará dando seguimiento durante el 2018.</p>	<p>Ver todos los comentarios previos que se refieren a capacitaciones, creación de masa crítica, procesos pro-con etc.</p>	<p>El documento no recalca la baja ejecución de actividades, por lo contrario subraya que todas las partes cumplieron con sus obligaciones. Lo que recalca es el objetivo de estas y las problemáticas relacionadas con estas. Esto se destaca para poder visibilizar que será necesario en el desarrollo de una nueva etapa.</p>
<p>AGIMS</p>			

Pagina, para.	Observaciones	La respuesta del equipo de la evaluación	Modificaciones en el informe
61	Nombres de las participaciones en el grupo Focal, unicamente corregir l algunos nombres de las participantes	Anexo 2	Cambios realizados
	Maria Felipa Choy		
	Silvia Lucrecia Cojon		
	Selena Suruy		
	Rosa Maria Puluc Curup		
	Maria Yolanda Raxon		
	Enlace Politico: el nombre correcto es Ana Maria Top Toxcon, quien tiene a su cargo la incidencia.	Anexo 2	Cambios realizados
GGM		La respuesta del equipo de la evaluación	Modificaciones en el informe
Pagina, párrafo.	Observaciones		
10, primer párrafo	Consideramos que sería recomendable redactar lo relativo a la <i>Consulta con el cliente y los socios</i>	El documento fue editado	La introducción del documento incluye mayor detalle, igual por lo mismo el resto del documento también destaca el uso de otra formulación cuando se refiere a

			instituciones miembros del consorcio.
10, segundo párrafo	<p>Con relación a <i>la inclusión de personal de las Oficinas de Atención a la Víctima, las opciones de selección del personal fueron limitadas porque la mayoría de los agentes de policía estaban de vacaciones</i></p> <p>Es importante indicar que como GGM se hicieron todos los esfuerzos y coordinaciones necesarias para que tanto la actual Jefa de la DAV estuviera presente, así como el personal que participó en las jornadas y se tuviera una mejor respuesta acerca del proceso de sensibilización y formación se realizó durante el año 2017. Aspectos de vacaciones que están fuera de nuestro alcance.</p>	No se presume en absoluto que GGM fue responsable por esto. Por lo contrario sus esfuerzos estarán destacados en los agradecimientos. Al mismo tiempo es importante resaltar las dificultades.	Agradecimientos.
15, segundo párrafo	<p>Con respecto a... <i>.Esto no quiere decir que las organizaciones parte del consorcio individualmente no se apropiaron de sus contribuciones individuales, sino que desde el principio faltó un apropiamiento colectivo sobre el programa.</i></p> <p>Consideramos que, al contrario las organizaciones se apropiaron del proyecto como Consorcio Fokus, durante el año 2015 se consolidaron las alianzas para avanzar, ya que fue un año muy complicado por la Coyuntura Nacional y por el cambio constante de Autoridades tanto en el MINGOB como en PNC.</p>	La objeción se nota en una nota de planta. Al mismo tiempo se aclara el texto para explicar a que se refiere la problemática de apropiación a nivel consorcio	Nota de planta

<p>17, primer párrafo</p>	<p><i>GGM cuenta con extensa experiencia en género</i></p> <p>Con relación a la experiencia de GGM es más bien en Derechos Humanos de las Mujeres , en el abordaje integral de violencia contra las mujeres y en Investigación acerca de las causas y consecuencias de la violencia contra la mujer en Guatemala para presentar políticas en favor de las mismas.</p>	<p>Se resalta el significado de esta observación/</p>	<p>Sección 1.4</p>
<p>18, segundo párrafo</p>	<p><i>El papel de la coordinadora no se ha definido claramente en los documentos y discusiones con diferentes contraparte destacan que el...</i></p> <p>Consideramos que, en el Consorcio las 4 organizaciones tenemos claro el papel de las dos coordinadoras, en el año 2015 fundamental el rol y las actividades realizadas en el marco del proyecto de cara a la coyuntura nacional (realmente no fue fácil) y a partir de mayo 2016, el rol así como las actividades y acompañamiento están bien definidos como GGM nos hemos sentido acompañadas y asesoras en todos los aspectos.</p>	<p>Información se añadió para explicar el resultado destacado en la evaluación</p>	<p>Sección 1.4</p>
<p>19, cuadro 1: Miembros del Consorcio</p>	<p>Grupo Guatemalteco de Mujeres-GGM . <i>(Grupo de Mujeres Guatemaltecas, 2014)</i></p> <p><i>En 1997, Grupo Guatemalteco de Mujeres se unió.....</i></p> <p>Por favor retomar el nombre correcto de Grupo Guatemalteco de Mujeres-GGM</p>	<p>Cambio se realizo</p>	<p>Cambio se realizo en todo sitio relevante</p>

	<p>Por favor corregir: En 1991, GGM asume el compromiso de desarrollar una estrategia dirigida a proteger la vida, seguridad e integridad de las mujeres sobrevivientes de violencia, y la de sus hijas e hijos. En ese momento no existían en Guatemala mecanismos institucionales, leyes o políticas públicas a favor de las mujeres, ni el conocimiento o sensibilidad de la población hacia esta problemática.</p> <p>El 25 de noviembre d 1991, en el marco de la Conmemoración del Día Internacional de la Violencia contra las Mujeres, GGM abrió el primer Centro de Apoyo para la Mujer “Marie Langer”, con un equipo de mujeres profesionales que iniciaron la experiencia inédita en el país: brindar atención integral a mujeres sobrevivientes de violencia, dese un enfoque feminista y de derechos humanos de las Mujeres. En 1997, por la necesidad de proteger a las mujeres en situación de alto riesgo, a sus hijos e hijas, integró al Centro, el primer Albergue Temporal, como una de las áreas de atención, lo que implicó un alto compromiso hacia la protección de la vida de las mujeres.</p>		
<p>22, Figura Modelo Operacional</p>	<p><i>GGM con relación al Modelo presentado</i></p> <p>Es importante indicar que, el Modelo de Coordinación en un primer momento se realiza con la Comisionada Presidencial para la Reforma Policial como mecanismo de coordinación de cara a la Coyuntura del país en el año 2015 y con la Jefatura</p>	<p>El nivel necesario de cabildeo en SJZ se destaca. Principalmente generando la cuestión: que es</p>	<p>Documento fue editado en su totalidad, se espera que esto si va para clarificar la temática.</p>

	<p>de las OAV's y estas instancias con la Dirección de Operaciones de la PNC para coadyuvar a las acciones.</p> <p>Por otra parte se debe tomar en cuenta el cabildeo e incidencia con las instancias antes mencionadas para la apertura de la OAV en San Juan Sacatepéquez; así como la coordinación con AGIMS.</p>	<p>necesario para que funcione bien el sistema. Se piensa que esta es una pregunta clave</p>	
<p>26 y 27. Tabla 2. Marco Lógico – Resultado 2</p>	<p><i>2.3 propuestas presentadas a la PNC...</i></p> <p>GGM no presento ningún folleto.</p>	<p>Vemos esto problemático, pero siendo que esto es parte de la documentación sobre el proyecto que se nos entregó no sabemos donde está el error. Se pide que esto se aclare para que el equipo consultor pueda realizar la modificación de modo correcto.</p>	<p>Se pide aclaración pues la tabla no es a base de información recolectada independientemente por el equipo sino de la documentación recibida</p>
	<p><i>2.4 Reportes estadísticos ... feminicidios</i></p> <p>En Guatemala es Femicidio, y la organización responsable es GGM no FUNGUA.</p>	<p>Esta corregido, por alguna razón en la traducción esto se confundió. Disculpen</p>	<p>Cambio realizado</p>
<p>33, primer párrafo</p>	<p><i>No debe subestimarse el apoyo a las víctimas.....</i></p>	<p>El documento se modifíco para no usar</p>	<p>Todo el documento</p>

	<p>Por favor en todo el documento revisar como GGM y AGIMS no hablamos de víctimas sino de mujeres sobrevivientes de violencia</p>	<p>la palabra victima sino que sobreviviente de violencia</p>	
<p>34, primer párrafo</p>	<p>En las entrevistas destacaron que han recibido apoyo técnico de GGM y FUNGUA específicamente en relación con el establecimiento de su propio CAIMUS</p> <p>Consideramos importante que, se pueda mencionar que, GGM tiene relación con AGIMS desde sus inicios y que ha realizado el proceso del traslado de la Experiencia (abordaje integral atención a mujeres sobrevivientes de violencia) así como la invitación a ser parte de la Red Nacional de CAIMUS y conseguir fondos del Estado a través del MINGOB para el funcionamiento del mismo. Por otra parte como GGM se logra a través de las acciones de incidencia y cabildeo con la Reforma Policial y la Jefatura de las OAV's iniciar con el proceso de apertura de la misma.</p>	<p>Se destaca esto en una nota de planta</p>	<p>Nota de planta 14</p>
<p>34, párrafo 5</p>	<p>Como se señaló anteriormente, el impacto de CAIMUS es claro, pero la capacidad de replicar el modelo es menos clara.....</p> <p>Por favor aclarar esta parte.</p>	<p>El documento fue editado. Se espera que esto este mas claro en la versión revisada</p>	<p>Documento se edito</p>
<p>35, primer párrafo</p>	<p>A su vez, esto ha significado que las actividades, con una excepción principal- AGIMS- nos e han beneficiado del</p>	<p>Seria necesario saber claramente, con información para sustentar que tipo de actividades se han</p>	<p>Por medio de la información proveída no esta claro que tipo de cambio se puede</p>

	<p>Consideramos que, al contrario en la medida de lo posible como Consorcio hemos compartido el quehacer y la experiencia de cada una de las integrantes, un ejemplo de ello, la participación en El Salvador que promovió FUNGUA para conocer la experiencia de la Policía en ese país. También se tuvo la oportunidad de participar como GGM, y Consorcio en la pasantía que la Policía de ese país realizó en Guatemala con presentación del Modelo de Atención y de coordinación de GGM frente a la problemática de vcm. Por otra parte, GGM ha realizado el traslado de la experiencia de la estrategia de Autocuidado individual y colectivo para las organizaciones que acompañan a msv.</p>	<p>realizado en conjunto y como las capacidades de una institución se usaron para apoyar el trabajo que otra lidera.</p>	<p>incluir al documento final.</p>
35, primer párrafo	<p>El equipo de evaluación observó que no había acuerdos....</p> <p>Está fuera de nuestras manos como organizaciones garantizar que el personal sea permanente o que exista una alta rotación de personal, es una política de la PNC realizar algunos cambios necesarios de acuerdo a las necesidades a lo interno de las OAV's Consideramos que, si se movilizan al personal pueden llevar el traslado de la experiencia de sensibilización y formación a otros lugares.</p>	<p>La problemática planteada por GGM resalta lo que el documento ya describe. No se sigue que es el rol de GGM (o de otra institución parte), pero se destaca que compromiso es un elemento clave para poder asegurar el impacto esperado</p>	<p>La observación destaca las observaciones realidad dentro del mismo documento</p>
36, cuarto párrafo	<p>La coordinadora del Programa es actualmente un puesto a tiempo parcial....</p>	<p>Esta observación es mas para el donante</p>	<p>No requiere cambio</p>

	<p>Coincidimos en que la Coordinadora si bien es cierto está a medio tiempo, responde, apoya y acompaña a tiempo completo por la vida telefónica, por correo electrónico todos los requerimientos.</p>	<p>que para el equipo evaluador</p>	
<p>37, primer párrafo</p>	<p>Y por último, pero no por ello menos importante, el amplio conocimiento en temas de género.....</p> <p>Por favor es conocimiento en derechos humanos de las mujeres, en el abordaje integral de la violencia contra las mujeres, en investigación e incidencia política</p>	<p>Como previamente notado, se destaca que conocimiento de las instituciones no este ligado solo a una temática</p>	<p>El documento destaca esto en múltiples partes.</p>
<p>37, cuarto párrafo</p>	<p>Esto no se debe a que, el conocimiento no exista dentro de los consorcios, sino a que los consorcios no han podido capitalizar de manera....</p> <p>Como se ha indicado anteriormente se considera que se han realizado esfuerzos colectivos y coordinados en la medida de lo posible para avanzar en los diferentes resultados a pesar de la coyuntura en el país y a los cambios de autoridades en el MINGOB y PNC También se han realizado acciones de coordinación y de traslado de la experiencia desde cada una de las organizaciones integrantes.</p>	<p>Creo que hay un malentendido y esperamos que la revisión sirva para aclarar. El informe recalca que cada institución realizo su trabajo independiente, pero cuestiona el esfuerzo común, con algunas excepciones.</p>	<p>No se realizaron modificaciones referentes a la utilización del consorcio pues no hay documentación que demuestre la necesidad de realizar una modificación</p>
<p>38, cuarto párrafo</p>	<p>Actualmente, la coordinadora parece ser.....</p>	<p>Esto se destaco en la revisión del</p>	<p>El informe se modifiko para aclarar la temática</p>

	Nuevamente consideramos que si existe claridad en el rol y actividades que tiene a su cargo la Coordinadora en Guatemala	documento. Ver comentario previo	
39, primer párrafo	<p>Habida cuenta de que no hay información sobre el nivel (cantidad)....</p> <p>Consideramos que como GGM, si se tiene claridad de las actividades que se requieren para alcanzar los objetivos previstos.</p>	No se demostró ninguna documentación que nos pudiera determinar como se llegara al objetivo generalizado. Todas las instituciones estuvieron de acuerdo que se requiere mucho, pero ninguna nos pudo proporcionar con una idea clara de cuanto y cuales pasos hay que tomar para que. Se regresa al tema de tdC.	No se proporciono documentación que demuestre dicho entendimiento por lo cual no se realizo ningún cambio.
FUNGUA		La respuesta del equipo de la evaluación	Modificaciones en el informe
Página, para.	Observaciones		
iv	ECAP, no esta definido que significan sus siglas -Equipo de Estudios Comunitarios y Acción Psicosocial-	Se añadió	modificado

15	<p>Fundación Guatemala, si ha trabajado en el marco de la Pasantía y la Mesa de incidencia propuesta la cual por el contexto no fue posible realizarla durante el primer año, planteándose acciones conjuntas con las otras organizaciones como la Unidad de Genero del MINGOB, el Gabinete de la Mujer (El cual fue disuelto en el 2018) y las organizaciones que integran el consorcio, además se ha socializado en las reuniones de consorcio los procesos y cada una da sus observaciones y aportes al mismo.</p>	<p>Creo que hay un malentendido. El informe no se refiere al esfuerzo de FUNGUA sino que a la forma en que la PNC absorbe dicho esfuerzo.</p>	<p>No se presento información que omitiera realizar un cambio al informe</p>
15	<p>Hace referencia que algunas entrevistadas afirman que en Guatemala existe una historia limitada de colaboración entre las organizaciones no gubernamentales.</p> <p>R/ A Fundación Guatemala no se le realizó esta pregunta.</p>	<p>Múltiples personas destacaron esto. No se refiere a la experiencia de FUNGUA específicamente.</p>	<p>No hay cambio</p>
17	<p>Habla de que FUNGUA fue electa por su experiencia en el desarrollo de capacidades y GGM por su amplia experiencia en género.</p> <p>R/ Fundación Guatemala, tiene una amplia experiencia en desarrollo de capacidades y es reconocida a nivel nacional e internacional por su experiencia en género.</p>	<p>Queda claro que el documento no fue entendido bien por lo cual se redactó nuevamente para clarificar.</p>	<p>Cambio en texto en lugares relevantes para recalcar el punto que se quería plantear</p>
18	<p>Fundación Guatemala, tiene claro el papel de la coordinadora nacional y ha recibido por parte de ella asistencia técnica, asesoría y coordinación para promover procesos conjuntos con las otras organizaciones.</p>	<p>Ver comentarios previos</p>	<p>Ver respuesta previa</p>

21	<p>Uno de los objetivos del proyecto es dejar capacidades instaladas en la PNC, los procesos de formación contribuyen a este objetivo ya que el personal de la PNC necesita fortalecer sus conocimientos en el tema de genero y multiculturalidad para brindar un mejor servicio a las mujeres.</p>	<p>Fortalecer una capacidad no termina con la realización de un curso etc. sino con la adopción de dicha información dentro del marco institucional. El equipo evaluador no critica el esfuerzo realizado por las diferentes instituciones, por lo contrario cuestiona si el esfuerzo llega a su objetivo dada las problemáticas institucionales con las que se encuentra. Ver previos comentarios similares</p>	<p>La lengua se aclaro en el documento para plasmar claramente este punto</p>
22	<p>Fundación Guatemala no trabaja con la Inspectoría de manera directa.</p> <ul style="list-style-type: none"> - El DAV es -Departamento de Atención a la Victima- no (asistencia). - Es Departamento de Equidad de Género – No Departamento de Igualdad de Género 	<p>Información fue modificada</p>	<p>Información fue modificada</p>
23	<p>En el 2014 Fundación Guatemala no trabajo con la Reforma Policial</p>	<p>Creo que hubo un malentendido y</p>	<p>Edición del documento entero</p>

		esperamos que se clarifico en la versión nueva	
24	Fundación Guatemala, ha realizado procesos integrales de formación, no talleres como aparece en el documento.	Se cambio la lengua para prevenir mal interpretación	Donde relevante capito 2
27	Habla de institución responsable a FUNGUA en el indicador # 2.4 pero ese resultado le pertenece a GGM.	Cambio fue realizado en versión español. Versión ingles estaba correcta	Cambio realizado en la tabla correspondiente
30	El objetivo del proceso de la Pasantía es intercambio de buenas practicas para el fortalecimiento de las capacidades de la PNC de Guatemala, por lo que no es un objetivo principal implementar el mismo proceso de El Salvador en Guatemala, si no adaptar las experiencias que se consideren pertinentes para transversalizar el tema de género en la PNC de Guatemala.	Se entiende eso, pero no se visibilizo de que el trabajo llegara a su objetivo. Se destaca que esto no es un problema de Fungía sino que la problemática que presenta la PNC	La lengua se aclaro en la nueva versión a nivel general
36	Fundación Guatemala no fue consultada si conocía la función o el papel de la Coordinadora Nacional.	Observaciones sobre el papel están basadas en las múltiples respuestas y documentación sobre cual es el rol. No es una observación a base de	Texto se mudo en diferentes partes del documento

		<p>respuestas dadas. Queda claro que cada institución tiene su entendimiento. Texto se expandió para clarificar.</p>	
39	<p>Desde el inicio del proyecto se dieron instrucciones que lo que se debía reportar en los informes era únicamente lo financiado por FOKUS, por eso no se realizó un registro más.</p>	<p>Esto esta claro. No se entiende que es el cambio que pide la observación.</p>	<p>No hay cambio</p>

