

# Final evaluation Safe Cities Programme Un Women Guatemala

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## EXECUTIVE SUMMARY

This document presents the Final External Evaluation of the Regional Program called Cities Free from Violence against Women, Safe Cities for All, Guatemala Chapter (SC Program).

The Regional Program “Cities Free from Violence against Women, Safe Cities for All” became a methodological model to build safer cities for women. It focused on strengthening and empowering women to exercise active citizenship with equality between men and women. It proposed a different way of relationship and understanding of the use and ownership of public spaces by everyone.

The innovative "Safe Cities for Women" approach comes from South America, with rich and novel experiences implemented by the Women and Habitat Network of Latin America and the Caribbean, executed by UNIFEM, now UN Women, which have served as guidelines and models to build experiences in Guatemala. The SC Program was implemented in Guatemala from 2008 to 2013 and its implementation partner organizations in Guatemala were Fundación Guatemala, the Municipality of Guatemala and the Institute for Women of San Carlos State University.

The final evaluation of the SC Program focused on identifying the impact that interventions had to ensure that women become aware of their rights to make decisions about their own lives, and the need to become organized in order to approach authorities and demand that their areas or neighborhoods be safer places for women. An analysis methodology was developed to that end which involved documentary and experiential methods that used various instruments such as visits to the areas of intervention (Guatemala and Livingston); in-depth interviews of UN Women Guatemala staff members, authorities, key stakeholders, secondary and political stakeholders involved in the implementation and execution of the SC program, focus groups with beneficiaries and field visits. Finally, the information collected from planned and expected results through the Project Document was analyzed, according to indicators and targets set by it, taking into account the particular context of violence against women in Guatemala, based on *relevance, effectiveness, efficiency* and *sustainability* evaluation criteria.

One of the major findings identified has to do with the high relevance of the SC Program. The objectives sought and set by the SC Program are perfectly well adjusted to the new institutional and legal changes in the country that favor the human rights of women, but were mostly set to respond to the high levels of violence against women and the need for Guatemalan women to redefine their relationship with public spaces.

The SC Program **achieved successful results** in the empowerment of women, their local and community networks and social environment, which makes it a **sustainable effort in time**, the only way in which it is possible to maintain their participation as citizens, their ability to do political advocacy and to strengthen

progress in their ownership of public spaces, in addition to identifying efforts by partner organizations to continue to carry out actions in the search for safer cities for all without the funding of the SC Program.

Satisfactory results were achieved in the generation of knowledge by linking the issue of violence against women with public spaces, through ongoing studies, research and training efforts by the implementing partners. It was also possible to impact security agendas of university authorities in the department of Izabal and the municipalities of Livingston and Guatemala.

One of the most important challenges of the SC Program was to coordinate an overall and nation-wide vision of the Program. Various situations made it difficult for this vision to become a reality. One example was the need for coordinated work among members of the SC Program to broaden the impact on authorities at the national level and to shield efforts to go beyond changes in government administrations.

Other challenges that were identified had to do with developing land regulation plans from the point of view of women and developing a media strategy to position the issue of Violence against Women in Public Spaces that might have nation-wide impact. A horizon yet to be explored is the ability to transfer those huge and valuable focused and local efforts to a country-wide strategy, to make it possible for experiences to be replicated in other municipalities, departments and zones in Guatemala. The wealth of experiences that have been documented and systematized as well as the tool guides developed by partners are a point of reference developed to that end.

A number of conclusions and recommendations that can guide future efforts by UN Women to continue to promote and direct women's energies to build Safe and inclusive Cities are presented at the end of the assessment.

## INTRODUCTION

This assessment of the regional Program called *Cities free from Violence for Women, Safe Cities for All, Guatemala Chapter*, was conducted between October 9 and 31 2013.

It was carried out through a cross-cutting approach of human rights, women's rights, gender perspective and participation by women.

Emphasis was placed on the empowerment of women, on their rights and their citizenship because the Program included these factors and they were two of its outcomes. This encouraged their participation to make decisions and to influence public policies on violence against women (hereinafter VaW) and urban safety.

Beyond defining the effectiveness of women to participate and advocate, it was deemed essential and necessary to strengthen women, their local and community networks and their social environment, because this is the only way to sustainably enable their participation as citizens, their ability for political advocacy and to strengthen their possible progress in terms of public space ownership. Evaluators are convinced that this makes it possible to identify the relevance or lack thereof of the Program and the impact of its outcomes.

The assessment emphasized the identification of lessons learned and good practices with the objective of producing recommendations that enable contributions to be made to consolidate processes to empower women, to replicate them, or to design new ones.

In the first section we make reference to the scope and limitations faced by the team of evaluators. The second section of the report outlines the current context as the basis for the analysis; the third section includes a brief description of the *Safe City Program*; the findings of the Program are contained in the fourth chapter, D, where Program relevance and effectiveness criteria will be analyzed and its value added will be identified; in Chapter E we address Lessons Learned during the five years of work together with challenges and how they were or were not overcome; section F analyzes efficiency in planning, implementation of the political and technical part, as well as the management of Program resources; the last section, G, identifies whether the Program is or not sustainable, and what variables guarantee or not its long-term sustainability. Last come conclusions and recommendations that the information collected led to.

## **A. SCOPE AND LIMITATIONS**

### ***A.1. Objectives and purposes of the evaluation***

According to the terms of reference, the final external evaluation of the Regional Program *Cities free from Violence for Women, Safe Cities for All, Guatemala Chapter* (hereinafter SC Program) analyzed whether it produced expected outputs and achieved foreseen outcomes, and seeks to determine the relevance, efficacy, efficiency and sustainability of accomplishments in order to determine the ability to replicate the intervention and provide inputs to improve on future initiatives.

The evaluation was carried out with a cross-cutting perspective on human rights, the rights of women, gender equality and participation by women. Evaluators placed special emphasis on the way in which the Program helped empower women to claim their rights and citizenship and identified particularly their ability to broaden opportunities for women to participate and to influence public policies on VaW and urban safety.

In order to identify the success of the Project we sought to underscore efforts to strengthen women, their local and community networks and their social environment, because only thus is it possible to make their citizen participation sustainable, to ensure their political influence and to strengthen progress in how they take over public spaces.

The evaluation also underscored the need to identify lessons learned and good practices in order to draw recommendations that can make a contribution to consolidate the process of the empowerment of women or to design new processes.

### ***A.2. Methodology used to produce information***

The evaluation was conducted between October 9 and 31, 2013 and covers the five years of implementation of the Regional Program *Cities free from Violence for Women, Safe Cities for All, Guatemala Chapter* (2008 to 2013).

During the first phase, evaluators analyzed and reviewed the logical framework of the SC Program, Guatemala Chapter, as well as the documents produced during the five years of its implementation. Among them we can highlight documentary information produced from each one of the SC Program products, as well as the reports produced by implementing partners and the execution agency with its different components, the mid-term evaluation done and some systematization done by implementers. This information was organized by theme according to each criterion defined by the outcomes sought by the framework of the SC Program.

The second phase involved the design of methodological tools. Five interview models were developed, taking the different key stakeholder groups into account, as well as a work tool for SC Program beneficiary focus groups.

The third phase involved field work. This process was carried out through visits to areas of intervention of the three implementing partners in order to interview the parties responsible for the implementation of the project and the direct beneficiaries of the SC Program through focus groups:

1. UN Women staff members working in the Project: the current coordinator, her administrative assistant, the communications coordinator and the current representative of UN Women Guatemala;
2. Primary stakeholders associated to the development of the participatory project;
3. Secondary and political stakeholders associated to the execution of the project;
4. 5 focus groups with women who participated directly in SC Program interventions in Guatemala.

In addition, Parque Navidad, the campus of San Carlos University and the *Iseri Bagari* Center en Livingston were visited.

The fourth phase involved the systematization of information collected during field visits. An analysis was later done of this information according to expected results outlined by the Framework SC Program, Guatemala Chapter (Document of the UNIFEM Project called “Safe Cities for Women” Chapter, Guatemala – PRODOC.) The context of violence against women in Guatemala was taken into account to determine the degree to which SC Program interventions have helped to reduce gender violence in public spaces.

Last, this *Final Report* on the execution of the SC Program and its outcomes, strengths and challenges, lessons learned and good practices to ensure sustainability, with specific recommendations to enhance replication and broadening of the SC Program activity scope was produced.

### ***A3. Limitations***

It is important to say that the time factor was a significant limitation for the development of the evaluation. The terms of reference from which the evaluators designed the methodology considered two months for the work to be done in, but this time frame was reduced to 22 days.

The other limitation for the development of the evaluation was the lack of a baseline to design the SC Program, Guatemala Chapter, and therefore the impact of the outcomes accomplished by the SC Program lack a point of reference for its analysis



as indicated in the section on *Lessons learned, the biggest challenges of the SC Program*.

Despite this we wish to underscore the fact that we had the ongoing support during the evaluation process of the persons in charge of the SC Program at the UN Women office in Guatemala. They provided support in the coordination and organization of interviews and focus groups with the three implementing partners which, no doubt, contributed towards the accomplishment of the objectives of this evaluation.

## **B. THE GUATEMALAN CONTEXT: a security paradigm in place which is not compatible with the SC Program vision**

Guatemala faces one of the most critical situations of violence against women of recent years. The National Forensic Science Institute reported an 18.7% rise in number of violent deaths of women in 2013 when compared with 2012, which reached 538 women at September. At August 2013, the Prosecution reported a total of 198 femicides (the murder of women) complaints filed and 31,836 complaints of crimes related to other forms of violence against women<sup>1</sup>. In the last five years, the number of complaints for gender-based violence has been on a constant rise.

Numbers show that VaW is overwhelming in the country and is caused by structural factors such as: impunity, exclusion, lack of opportunities for the young, weakness of security agencies in the country, corruption and structural male dominance (machismo).

In 2009, the previous Government administration adopted the National Agreement for the Advancement of Security and Justice that contained a large number of comprehensive measures to address the phenomenon of violence and impunity. Although without a clear gender approach, the National Agreement included some interventions to prevent violence against women and to make the phenomenon visible. Very few of the measures established by the National Agreement were carried out during that Government period.

The incumbent Government administration has maintained a security vision that is based mainly on reacting to violence through the use of public force that includes the significant use of military forces. A specific case was the decision to maintain the presence of over one thousand members of the army in zone 18 as a strategy to reduce crime in the area. This means that national authorities ignore the effects of other factors such as exclusion, discrimination, poverty and the weakening of the social fabric on the climate of insecurity and violence in Guatemala. A new possibility to change this approach is the initiative by the Ministry of the Interior to create a violence prevention program as part of the Security and Justice Pact. The

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<sup>1</sup> Statistical report of the Prosecution on complaints filed in the country for the crimes of femicide and violence against women in all its forms. Data produced to the month of August, 2013.

Program includes a specific line of work to prevent gender violence which, however, has not been implemented to date.

All of the above is part of the little importance assigned by the Executive Branch to the causes of violence – in this case VaW – in the design and implementation of prevention policies, and reflects how crucial it is for women to participate in the design of citizen security policies.

The conditions listed above created an adverse climate for the implementation of the SC Program methodological model and without a question was one of the main challenges that partner organizations had to face in the different phases of its implementation.

This also means the difficulty to measure SC Program outcomes in view of general levels of violence against women. The horizon through which the success or failure of the SC Program can be measured points more to localized processes where it was possible to mobilize networks of women to face the problem of insecurity experienced by them in their communities.

### **C. DESCRIPTION OF THE SC PROGRAM**

The *Safe City* Program was a regional Latin American Program (that has been replicated in other regions) whose objective was to strengthen citizen participation by women to reduce VaW in public and private areas of cities. The total budget allocated for the implementation of the Regional Program in Guatemala was approximately **US\$773,979** that was used to carry out activities to build the capacity of women who live in urban areas to influence agencies regarding urban safety and to work in coordination with local governments.

The Project was implemented in Guatemala and El Salvador over a five-year period (2008 to 2013). It was funded by the Spanish Agency for International Cooperation (AECID) and Zonta International. The general objective of the project was to “Build the active citizenship of women to exercise of their rights in order to reduce public and private violence against them in cities”.

According to PRODOC, the specific objectives of the Project were:

R1. Links between citizen security and gender violence in the creation of knowledge and in public discussions are recognized.

R2. The gender perspective is included in security agendas and in the discourse of national and local actors.

R3. Local urban development plans are participatory and address the problem of security and include a gender perspective.

R4. Women networks and organizations build their advocacy capacity to include the gender perspective in public policies on security and in the design of public spaces.

R5. Information on lessons learned and good practices of safe cities are disseminated.

In the case of Guatemala, the SC Program was first implemented by Fundación Guatemala (2008 – 2010) with a total budget of 222,258.94USD. In 2011, work was broadened and Guatemala City’s Municipality participated as a partner of the SC Program with a budget of 82,312.53USD and a contribution of 18,000USD to the University Institute for Women of Universidad de San Carlos de Guatemala (IUMUSAC). UN Women had a budget of 451,407.56USD for direct execution.

The SC Program focused its work geographically, initially in the Municipality of Livingston, in Izabal, with some interventions in Guatemala City’s zones 3 and 8 through Fundación Guatemala. Later, the program started to work in zones 18 and 5 in Guatemala City with the Municipality. Finally, it was implemented at the central campus of the San Carlos State University in zone 12 through the University Institute for Women.

Generally speaking, the activities carried out included training for women, networks and youths on human rights, the rights of women, citizenship and VaW; training for government agencies on the rights of women; awareness-raising campaigns on VaW in urban settings and its relationship with gender violence; seminars, fora and regional meetings to link the topic of gender-based violence to citizen security; the implementation of initiatives to eliminate VaW in public areas; diagnoses to identify unsafe areas in urban zones, and the submittal of mapping proposals for a safe city or university as well as the development of methodological guides, among others.

#### **D. FINDINGS: Beyond a regional program ...**

The information collected from the criteria of SC Program relevance, its efficiency, efficacy and the sustainability of actions carried out as well as outcomes achieved, was analyzed in this section.

##### ***D.1 Positive conditions for the implementation of the SC Program***

###### *The strengths of implementing partners*

One of the positive conditions for the SC Program to attain the impact sought was its implementing partner organizations. Fundación Guatemala, that represents the Women and Habitat Network, has been a pioneer in the area of gender-based violence in public spaces with proven expertise in building women’s leadership. It is one of the most recognized and strong feminist organizations in the country.

It was also a strategically good decision to include the Municipality of Guatemala as another partner, since it has huge potential in institutional transformation, and particularly because of its ability to adopt measures that can bring about direct changes in the daily lives of many women in their relationship with public spaces. An example is that they currently work with 780 Neighborhood Committees that are led and formed mainly by women.

Finally, San Carlos University is the only state university of the country, with a university community of 166,851 students, of which 79,603 are men and 87,248 are women. It is a stakeholder that not only has the important task and ability to create knowledge and transform patterns of behavior and understanding among the youths of the country but also the duty to adopt transformations in a way in which women interact with public spaces in the university campus in view of the autonomy of its physical space.

*SC Program with its own methodology and with the ability to readdress previous experiences in Latin America*

A big advantage for the SC Program in Guatemala was that it could take advantage of the theoretical soundness of the “Safe Cities for Women” concept as well as of the experiences accumulated over twelve years in various countries of South America in implementation processes. Several implementing partners recognized that a key moment early on was to become acquainted directly with the experiences of other countries that had already tested methodologies and tools to implement the core lines of the project. Several implementing partners applied tools that had already been experienced in areas of the region such as: land exploration by women to identify unsafe areas, security maps, the development of diagnoses, presentation of action plans, film fora and festival activities, surveillance among women, among others. The transfer of methodologies and tools also involved that implementing partners acquired ownership of a security paradigm whose central focus is the perspective of women.

#### ***D.2. A more than relevant SC Program***

The implementation of the SC Program coincides in these five years with huge institutional and legal transformations in the country aimed at eradicating VAW. Important among them are the passage of special laws that favor women, such as the Law against Femicide and other forms of Violence against Women, the Law against Sexual Exploitation, Sexual Violence and Trafficking in Persons, the establishment of Courts that specialize in femicide in some departments of the country, the election of a woman to head the Prosecution, awareness-raising campaigns against VAW and, in 2013, the creation of the Specific Cabinet for Women by the Vice Presidency of Guatemala.

On the other hand, despite regulatory and institutional advances, one should not lose sight of the fact that the dichotomy of separating public spaces from private spaces as two environments that have no relationship between each other persists in the idea of Guatemalans. This prevents making gender-violence experienced by women in public and private spaces from becoming visible and makes it seem normal (normaliza).

To date, mass media and government agencies have succeeded in positioning domestic violence as a serious problem. However, the linkages existing between it and structural conditions affecting community and social spaces have not been established. In advocating particularly regarding the violence experienced in public spaces, the SC Program sought to fill an important institutional gap, which became an opportunity, but which, at the same time became one of its major challenges because it is not reinforced by other efforts in the same direction.

At the local level, Guatemala City, the largest capital of Central America, is experiencing a process of transformation, following the trend of other cities in the Region, together with the recovery of public spaces, the modernization of public transportation, the promotion of social interaction such as “steps and pedals”; and, in general, the humanization of the city. These changes are still far from being structural changes but without a question they have an impact on the daily life of its citizens.

Before I felt hindered. There was no one to invite us. All of this helped to break ground in society and to move us. Now I continue to practice what I learned. The mural was a wonderful experience. It made us feel useful, strong and liberated.

Testimony of a woman at the focus group by the Municipality of Guatemala

The transformations experienced so far in the city are at an early stage compared with others in important Latin American cities. However, the promotion of citizenship and the construction of a more livable city agree with the objectives of the SC Program, which without a question has had an indirect repercussion on the lives of women<sup>2</sup>. The challenge ahead is for these transformations to be really thought out and designed “through the eyes of women”. It is also important to take into account that the progress accomplished in Guatemala City has no parallel in other cities or urban zones in the country, much less in rural areas where many of the challenges ahead lie.

The SC Program was also able to work directly with communities of women where there was a serious problem of violence in public spaces. One of the most symbolic examples is the case of the Municipality. It was determined that through specific actions such as theater performances, mural-making, the film fora in the Municipal Office for Women as well as through activities at the Municipal House for Women, it was possible to involve women who live in a context of high levels of violence, who were for the most part not organized and who never before had information on their rights, knowledge about gender equality and empowerment experiences. A

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<sup>2</sup> “When Ana Falú came to Guatemala she told us that many of the changes introduced in the City benefit women in the short term, for example, the public transportation system (Transmetro) which shortened the distances and time that they have to spend in the streets, even if these changes were not thought with the eyes of a woman.”. In-depth interview of the Director of the Municipal Office for Women and the person in charge of technical cooperation at the Municipal Office for Women.

specific example is the House for Women that was opened in zone 18, one of the most dangerous areas of the city, with the highest levels of violence in the country and where the lack of public spaces is a huge problem.

It was possible to confirm that a process that started with over 500 women, where through simple activities such as handcraft workshops, dialogue cafés, or dance classes, women have found a space for them outside of their homes and socially assigned tasks.

With this in mind, the evaluators believe that the **SC Program was highly relevant** in view of the open possibilities brought about by the new institutional and regulatory changes; the need to make VAW visible in public spaces and the huge need to replicate the Safe City methodology in other local and community environments, in both urban as well as rural areas that face a serious situation of VAW.

### *D.3. An outcome analysis – efficacy and repercussions<sup>3</sup>-*

#### *Knowledge generation: the link between VAW and public spaces*

**R1 The links between safety and gender violence is recognized in knowledge generation and public discussion**

The inclusion of citizen security and gender violence issues in research and diagnoses done by the partners who implement the SC Program, as well as the periodic performance of fora, seminars and workshops around the theme during the five years of SC Program implementation are definite proof of this.

One of the contributions of the SC Program was the introduction of the *Course on Safe Cities free from Violence against Women* through the Gender Studies of Fundación Guatemala and the Inter-disciplinary Research Center in Science and Humanities of UNAM, where the 14<sup>th</sup> generation of feminist women coming from various parts of the world is currently studying.

It is nice that this option, which did not exist before, is now available. Nobody bothered to create these spaces, but they are very useful. Most of us are homemakers and have no resources to go to other places. It is de-stressing for us; you meet other people, you make friends. For a little while you forget your problems.

Testimony by woman in the Focus Group of the Municipal House for Women, Z.18

<sup>3</sup> UN Women evaluation policy

The course on *Research with a Gender and Feminist Perspective* was included in the framework of the SC Program by IUMUSAC. This Course has been useful for researchers graduating from San Carlos to apply their public space gender-based violence vision and analysis as a study methodology. An example of that is the recent thesis by a IUMUSAC student entitled: "Communication strategy for the prevention of sexual harassment of university students at San Carlos de Guatemala University".

The *Security map for Women: guiding the citizen exercise by women in the City* by Fundación Guatemala was established as a space of inter-institutional coordination between organizations and State agencies. Training activities around the theme of gender-violence in public spaces took place, as did activities related to prevention and integral care for women. *The Directory of Institutions and Organizations that Work on the Issue of Violence against Women and Measures for its Eradication in Guatemala* was published in the framework of this space, for women in their locations to identify places where they can receive assistance and guidance. This document was distributed among women through the mobile Prosecution agencies both in Guatemala City as in Livingston as well as through a feminist artistic activity carried out in the framework of the XIII Festival of the Historic Center of Guatemala City.

The *Leadership School for Women for Safe Cities* is an initiative proposed by Fundación Guatemala in the framework of the SC Program. It has the endorsement of the National Autonomous University of Mexico and has the purpose to train women leaders in human rights and safe cities for women. The 4<sup>th</sup> Leadership School is underway; it is made sustainable with funds that do not belong to the Program. 130 community women have been trained in this school for leaders.

As part of the development of the SC Program, Fundación Guatemala also implemented the *Feminist Intervention Proposal for the Commission for Women at the Congress of the Republic of Guatemala* that involved setting up a research methodology with a gender perspective in Congress based on the instruments needed to build the political geography of the Human Rights of Women. This methodology was used to analyze the information collected by the Commission for Women of Congress through a national effort to verify compliance with the Law against Femicide and other forms of Violence against Women.

The Municipality also implemented the *Course on Conflict Mediation and Resolution with a Gender Approach*, for personnel and leaders of the Auxiliary Municipalities of every district of the Municipality of Guatemala. This course was organized for social promoters to learn to mediate and resolve conflicts in communities from the gender perspective and with the approach of a safe, free from violence coexistence. The Municipality also organized the *Course for Women Leaders as Multiplying Agents*.

The *Course on Security Strategies with a Gender Approach* of San Carlos University was created within the framework of the SC Program in order to educate the



university community, students, security and cleaning personnel, as well as academicians, on issues of gender and a peace culture free from violence against women.

During the five years of implementation of the SC Program, events, fora and seminars, book presentations, fairs, festivals, art performances and workshops were held continually to address and position the issue in certain fora at certain moments. One of them was the *International Seminar on Cities to Live and Coexist: Safe Urban Spaces for Women and for All*, held in Guatemala City in December 2010. Another example was the public forum by Women for Habitat, among others.

However, despite the significant number of public events and the promotion of research and education on the relationship between VaW and urban space, it was not possible to identify a specific “national study” that would collect the gender perspectives and information on VaW in public spaces as Goal 2 of this outcome called for.

On the other hand, despite the unquestionable effort and work done by the partners locally and in certain city zones, the absence of work with nation-wide impacts became evident. It is believed that the main challenge for the SC Program was to address the theme in studies and/or research work from a nation-wide perspective that would seek impact beyond local or territorial results and that would be supported by synergy among partners and the coordination of the SC Program.

The analysis of indicators<sup>4</sup> established in PRODOC with regard to this outcome concludes that its **goals were met to satisfaction.**

***Raising awareness among authorities, key stakeholders and the media to include the perspective of women in their agendas***

**R2: The gender perspective is included in national and local stakeholder security agendas.**

In the work related to this outcome, the partners carried out a large number of activities with an aim to influence key stakeholders to have VaW and urban security included in their agendas from the perspective of women.

Significant accomplishments were produced as shown by the experience to raise awareness in national authorities such as the Commission for Women at Congress,

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<sup>4</sup> Indicator 1. Violence against women in public spaces is an issue that is periodically addressed in citizen security fora organized by partners and associates. Indicator 2. Gender violence in public spaces is included in research and diagnoses done in new partner initiatives.



the women of the Department of Izabal, university authorities and also municipal authorities that are closer to the issue and who can include the gender perspective in their agendas. Tangible and verifiable outcomes were attained in the action lines by these authorities on issues of security and justice in their respective arenas, which are outlined below.

***a. Opportunities to address the need to abide by the human rights of women. Work done with Congress.***

Within the framework of the SC Program, the Guatemalan Foundation implemented Opportunities to Address the Need to Abide by the Human Rights of Women together with the Commission for Women in Congress. The Opportunities to Address the Need involved meetings between the female members of the Commission for Women (2008 to 2012) and neighborhood leaders. VaW and Safe City methodology and concept experts participated also in these meetings.

One of the outcomes of this effort involved a research methodology to analyze compliance with the Femicide Act from the gender perspective. Later on, in a tour carried out by the female members of the Commission, with different UN Women funds, the methodology was used in order to confirm operation of Femicide courts. Some of the specific outcomes of the tour and the research methodology used was promotion of the *Protocol for the Law on Femicide and other forms of Violence against Women*. It was also possible to allocate more funds to the Prosecution offices in charge of women cases, and last, the allocation of budget to create more courts that specialize in femicide and other forms of violence against women was promoted.<sup>5</sup>

***b. Raising awareness in university authorities and taking the issue of security for students from the gender perspective to the discussion arena***

In the case of the Project by the University Institute of Women of San Carlos University (IUMUSAC), actions were created as a response to university student rape cases in campus (2011). Resulting from these events, a coordination committee was formed with the participation of the: Administration Directorate, the General Teaching Directorate, the University Student Welfare Division of the General Teaching Directorate, the Metropolitan University Center Directorate, the University Institute for Women, the Advertising and Information Division, and the Association of University Students "Oliverio Castañeda de León". The *Program for a Safe, Free from Violence University* was promoted by the Committee to generate prevention, guidance and care actions for victims of violence in campus, in coordination and with the participation of several organizations that were brought together through the Metropolitan Referral Network to Care for Victims, the Human Rights Ombudsman for Women, the Prosecution, the Prosecution for Women and others.

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<sup>5</sup> In-depth interview of former members of the Commission for women at Congress during the period 2008-2012.

A very important outcome was the signature of the Agreement for the Creation of the Program for a Safe, Free from Violence University and the appointment of the Program's Coordination Commission.

One of the main outputs was the *Map of University Campus Security Conditions at USAC*. High levels of violence in the University campus were revealed through this instrument. These included the deprivation of life, femicide, rape and sexual aggression. A specific component to address the type of aggressions and crimes that affect specifically female students was created.<sup>6</sup>

A *Biosecurity Protocol* was created as a response to the alarming levels of violence in the university campus, which was developed as a framework to guide prevention measures, and a roadmap that determines what to do and where to go if one is the victim of an aggression or crime<sup>7</sup>. Activities to share information were carried out with some of the authorities that are responsible for security in campus and these have been taken into account to train security personnel. At the same time, the protocol defines an Office or Unit as an implementation channel to care for student victims of crimes, which has not been set up yet<sup>8</sup>.

We were informed that the Protocol is in the review and printing phase by the University Institute for Women of San Carlos University. However, despite the work and effort made by IUMUSAC, to date the Protocol has not been published or adopted formally by university authorities. Therefore, its impact has not been evaluated.

Interesting impact has been accomplished through the course implemented within the framework of the *Security Strategies with a Gender Approach at San Carlos University*, a program aimed at students, security and cleaning personnel and faculty. One of them is the creation of the Social Security Network formed by the five sectors of university population. In addition to creating a positive and specialized response by security guards and parking lots with regard to violence actions against women, calls have been received several times at IUMUSAC to ask for guidance of where to refer women victims of violence or aggression, and in other cases, the security personnel has provided support to file the complaint at the Prosecution<sup>9</sup>.

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<sup>6</sup> Mapping of security conditions at USAC university campus, October 2012.

<sup>7</sup> Biosecurity Protocol, San Carlos University, University Institute for Women, October 2012.

<sup>8</sup> In-depth interview of key actor at USAC regarding the implementation of the Program: "...Institutional resistance to implement the protocol and comprehensively and more forcefully address violence in academic facilities. Here is reluctance to see the internal violence at USAC (harassment in academic buildings, issues of violence in academic units is more complex, there is not a lot of clarity of when we are talking about harassment and how to prove it). There are also risk factors such as the proliferation of arms, drug consumption, lack of institutional development; there is no legal support for security agents, to tell them how to behave. There are a few things there ..."

<sup>9</sup> In-depth interview done of the Director of the University Institute for Women at San Carlos University.

The SC Program for a Free from Violence University had regional impact. At the suggestion of the Regional Encounter for Safe and Free from Violence Universities' Coordinating Committee, the first Regional Meeting took place in November 2012 with delegates and representatives from every public university of Central America and the Dominican Republic. At that Congress, the various public universities of the region pledged to take action to prevent and address violence experienced in their campuses and signed the Regional Declaration for Free from Violence Universities<sup>10</sup>.

....IUMUSAC positioned the issue [of VaW in the University]. With the issue on the table they have begun to feel concerned. But they want us to speak more of *safe universities* without mention of the Institute. It has disappeared as a name in activities. [We can talk about VaW] provided that we talk as part of the safe university program...  
USAC interview

***c. Seek inclusion by the Municipality of Guatemala of plans to address the need to create a public space of interaction for women***

In the case of Guatemala City's Municipality, interventions within the SC Program succeeded in including the gender perspective in some specific actions and responses from the Municipality. An example is the establishment of the first *Municipal House for Women* in Guatemala within the framework of the SC Program. This effort is analyzed in this report in the section on Program relevance and in the analysis of Outcome 4 interventions, as well as in the section related to the *Strengthening of the Municipal Office for Women* which is explained in the section of the report related to the SC Program added value.

***d. Reaching department authorities: Common agenda case for women in Izabal***

The Common Agenda for Women in Izabal developed by Fundación Guatemala within the framework of the SC Program came about as a tangible agreement among women organizations and departmental authorities to include the gender perspective in public policies on security and in the design of public spaces. It had department-level impact with the creation of the Desk for Women in the Department of Izabal. This great effort was not sustainable in time, because we have information that the Desk is not operating in the current departmental government. We have considered the convenience of extending the analysis of the intervention in Outcome No. 4, since it is a clear and visible experience in women organization and the mobilization to influence the authorities of the Department of Izabal.

However, important challenges were encountered in the accomplishment of PRODOC'S Outcome No. 2: the work to position the issue of VaW and public spaces

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<sup>10</sup> In-depth interview of the Chief of the Student Welfare department for a University free from Violence.

to raise awareness in the media, which, in the opinion of evaluators, lacked a national systematic strategy coordinated with all the partners of the SC Program. This point is also analyzed next.

### *e. Positioning of the issue on the Agenda and in public discussion: media and opinion makers*

The SC Program did important, focused, specific and circumstance-based work with the media to make interventions conducted in the framework of the Program visible.

Unfortunately, it was not possible to identify a general, systematic and shared strategy by the partners for *violence against women in public space to be recognized by the media*<sup>11</sup>. The absence of media records or monitoring made it difficult to measure their impact<sup>12</sup>, and therefore, compliance with the proposed goal.

One of the reasons that could have been the cause is that this line of work was part of the indicators of Outcome Number 2 of the Project Document by UNIFEM: “Safe cities for Women”, Guatemala Chapter. We believe that this outcome, added to a broader one, led to losing sight of it.

According to information received, one of the main obstacles in going beyond making the SC Program visible in the media was that most media in Guatemala give primary follow-up to the VaW phenomenon. One of the persons interviewed stated that the media are in a “phase of reporting deaths” without engaging in a deeper analysis of their causes.

We had the initiative (our own strategy) to meet with column writers. We had breakfast with them and that was all. We sent them documents ... **it was not one of the outcomes of the Program...** it is part of the dissemination effort, of the methodology, to make it visible...

Interview of one of the key stakeholders of the Program.

Despite this, we did get sporadic media coverage in some large papers such as Prensa Libre, Revista Amiga, la Cuerda, Nuestro Diario<sup>13</sup>. According to the information we have, an effort was made to establish a strategy for column writers from different media that promote the rights of women, who will begin to introduce the concept of safe cities for women in their columns; however, this initiative could not be confirmed.

<sup>11</sup> UNIFEM Project document “Safe Cities for Women” Guatemala Chapter. Outcome 2. Outcome Goal.

<sup>12</sup> In-depth interview with implementing partner of SC Program: “...It could not be placed in the media, very Little Access to media, in women radio stations we talked about the Program, but it really was not possible to place the Program ...”

<sup>13</sup> In-depth interview UN Women Guatemala.

According to information collected, in the two first years of implementation of the SC Program, actions were not undertaken to make interventions visible or to position the issue in the media. It was not until 2010 with the arrival of the new SC Program coordination at UN Women Guatemala that the strong need to communicate the impacts of the SC Program to other stakeholders and key partners began to be identified.

Some examples of specific actions were:

- A visit was made to Livingston and a professional was hired to produce a video with the testimony of local women. From this experience, two high-quality books with eight stories of the lives of women in Livingston and eight women from the Municipality of Guatemala were published. This material was distributed in 2011 to the UN Women headquarters in New York and to donors, implementing partners, civil society, journalists, and were distributed during the International Book Trade Fair, Filgua, among others, to seek other sources of funding.
- Coverage by the media at key moments, during the International Seminar *Cities to live and coexist: safe urban spaces for women and for all*, organized by UN Women Guatemala, the Municipality and Fundación Guatemala, such as: Telediario, Canal Antigua, Prensa Libre y Emisoras Unidas. Media coverage was also given to the visit by Zonta International.<sup>14</sup>
- The communication unit of the Municipality of Guatemala permanently published events related to the SC Program in its webpage. Brochures were produced to explain the services offered by the Municipal House for Women, the Citizenship, Gender and the Recovery of Public Spaces project, within the framework of the UN Women Guatemala Safe Cities Program, as well as an article in their magazine about the activities carried out by the MOW within the framework of the project. Quarterly reports were sent to the regional office in Mexico and headquarters with information bulletins.
- Awareness-raising activities in the university community were carried out at San Carlos University in order to make the problem of VaW and public space visible in the university campus. Two festivals were conducted on anniversaries with SC Program funds, on March 8 and November 25; posters, backpacks, bracelets, T-shirts and banners with the logo of the Festival for a Safe and Violent Free University were distributed. The activities received significant coverage from Radio USAC; W Radio (formerly TGW) through their program called TODAY WITH THE UN, which covered the issue broadly.

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<sup>14</sup> Systematization of the International Seminar: “Cities to live and coexist: Urban Safe Spaces for women and for All”, December, 2010

- Fundación Guatemala participated in a campaign of the Regional Program “Cities free from Violence for Women” that included placing giant dolls in public spaces to represent ownership of public spaces by women, and their right for active citizen participation, as well as the placement of billboards in the department of Izabal that read: “We do not accept VaW in this Department”. In addition, all the actions carried out within the framework of the SC Program were uploaded to the webpage.
- Important partnerships were established with two media: TV Maya and CERIGUA (Informative Report Center for Guatemala), in addition to having a large amount of photographs and audio material of important conferences.

To try to quantify the success or not of activities to accomplish outcomes may be unfair. The work done was huge, and clearly it was possible to consolidate the empowerment of the women with whom we worked and with that, bring proposals and agreements to competent authorities.

However, two big challenges may be underscored from this Outcome: one is that accomplishments should have an impact not only on the closest authorities such as the Commission for Women in Congress, the auxiliary municipalities and the Coordinating Committee of the Program for a Free and Safe University, but should have led to nation and department-wide sustainable plans and strategies through a broader strategy coordinated by the SC Program.

The main challenge, as we saw, was in the work done with the media. For this reason, when attempting to quantify the impact obtained in **indicators**<sup>15</sup> we believe that the **goals** of this Outcome were accomplished **to satisfaction with regard to the first indicator and partially with regard to the second indicator**.

*Defining realistic objectives. Land regulation plans.*

**R3: Participatory local plans for urban development with a gender perspective.**

Outcome 3 of the SC Program focused on advocacy by women and their networks in local urban development plans, where the objective was that they be “developed in a participatory manner and by addressing the problem of security and with a gender perspective”.

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<sup>15</sup> **Indicator 1.** Presentation of proposals to include the safe city approach in national/departmental justice and security plans and/or strategies. **Indicator 2.** Violence against women in public spaces is an issue which is discussed periodically in the media.

Even though both in Guatemala City and in Livingston women were able to place the issue of VaW on municipal agendas, it was not possible to have impact reflected in the specific urban development and security agendas of each municipality. The results of both cities focused on specific agreements.

According to Article 142 of the Municipal Code, these plans make it possible for municipalities to regulate aspects related to subdivisions, lots, developments, or any form of urban or rural development proposed in municipalities. These development plans define key aspects to accomplish a safe city for women in terms of: the presence of municipal police agents, public lighting, recreation and sports areas, schools, markets, transportation and health centers. Said plans are adopted by two thirds of the members that make up the Municipal Council.

According to interviews conducted, the experiences described above did not influence the restatement of these plans despite work done to develop tools and methodologies for safe cities for women. The construction of this type of urban municipal instrument through methodologies where women participate actively and which can contribute a gender perspective continues to be a challenge.<sup>16</sup>

Evaluators believe in this regard that partners and the Program's coordinators faced a challenge in the design of the Project. As we have seen in this section, the objective of influencing land regulation plans was not realistic and exceeded by far the capacity of individual SC Program projects. Limitations faced by municipalities in the country in relation to the lack of resources, representative and inclusive spaces for participation by women, the absence of land regulations in municipalities, and particularly the lack of a gender perspective among the authorities of that government level make the bleak picture faced by the SC Program evident. But at the same time, it is believed that they show the huge possibilities we have to continue to work on the issue of safe cities for women from a national, coordinated and synergic perspective that gives force to local and zone-specific actions that each UN Women partner or component might work on.

In an attempt to measure the impact of the activities undertaken by the partners on the basis of the indicator<sup>17</sup> for this Outcome, we conclude that the **goals were not met to satisfaction** despite the huge amount of work done.

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<sup>16</sup> In the focus group conducted with leader women in Livingston to learn of their experiences in the framework of the SC Program, it struck us that women are currently preparing to do advocacy in the Land Regulation Plan for Livingston: "... This experience of Safe Cities has been a chain and has left a mark; as women, we wish to start to work on the Land Regulation Plan of Livingston with a gender approach. We have already started to carry out geo-referenced workshops. It is a chain of things that train women more. What is most important is that we are concerned over the comprehensive development of the municipality. The next step is the Land Regulation Plan. We are preparing for it; we want to ensure that when we have an opportunity we are able to speak technically like them; otherwise they will not pay attention to us. We want to be at the level of SEGEPLAN; if we want something it is not only a question of asking for it, but also to know how to do it ...."

<sup>17</sup> Planning and urban regulation plans in municipalities served include the methodologies contributed from previous experiences.



*Women more aware of their rights and with the ability to claim them and to make decisions*

**R4 Women networks strengthen their ability to advocate in favor of the inclusion of a gender perspective in public policies on security and the design of public spaces.**

Without a question, the greatest impact of the SC Program has been the consolidation and strengthening of the ability by women networks to influence local authorities.

This is a country where, despite the fact that there is women organization, participation and representation, the consolidation of their networks and their ability to advocate is undermined by their limited amount of political participation. Many of the actions carried out within the framework of the SC Program by the three implementing partners had to focus on the first phases of a strengthening process.

It was thus possible to identify activities designed and aimed to provide women basic knowledge on the rights of women and gender equality. Among these are: the services provided by the Municipal House for Women that offers: information, advice, medical and psychological care, training on issues of leadership, self-esteem, domestic violence and gender violence<sup>18</sup> as well as actions generated by the SC Program supported by the Social Development Directorate of the Municipality through the Municipal Office for Women, with theater performances and mural-making by women and youths.

I participated as a student in the festivals and conversations. We have engaged in awareness-raising campaigns as volunteers. All of these things were already done. The festivals rose awareness in us about the need to delve on the issue of violence and we have done more advocacy work and more workshops to address violence. We addressed the difference between violence against women and men. The cases that come up most often are of aggressions and violence against women.

Testimony Focus Group USAC

According to information obtained through focus groups conducted during the evaluation, these activities had a strong impact on the lives of women, they involved true awareness-raising processes, the strengthening of their self-esteem, viewing themselves as social stakeholders and the owners of rights and the consolidation of a platform from which to participate in community development.

In the case of USAC, through the focus groups it was possible to identify the fact that the strategies used left a mark in part of the student community, both to make the

<sup>18</sup> In-depth interview. North Regency of the Municipality of Guatemala, that manages and coordinates the Municipal House for Women.



problems of VaW visible, as in the process to make young students and women workers of USAC aware of their rights. The first actions conducted by the SC Program involved two festivals for a Safe, Free from Violence University.

In the second phase, the outcomes of the SC Program could also be seen in the generation of **organization links** or **women networks**. In the case of the Municipality and after the *Course for Leaders as Multiplying Agents*, the network for Leaders as Multiplying Agents was created with 25 women and became one of the most visible accomplishments of the SC Program. The Municipal House for Women already has a Board of Directors that contributes to the participatory experience by women who had never exercised this right.

In the specific case of Fundación Guatemala, the pilot Project started in Livingston as a strategic decision with women that had already started a process of human rights education. The women that participated more in the SC Program were human rights prosecutors that had already established their own network and which was strengthened as part of the SC Program. These are women who remain vigilant of other women in their community, who carry out protection, advice and support activities. In this participatory manner, the SC Program enhanced the strengths of women even more through the Leadership School for Women for Safe Cities, and through the development of different exercises in land exploration in the mobile human rights ombudsman efforts for women.

Through these interventions it was possible to plant the seed of the safe city methodology for women in Livingston and in zones 3 and 7 of Guatemala, through specific responses by authorities such as: improved lighting, the building of a wall in the cemetery, where rape against women used to occur, greater presence by the police at night, and other actions.

One of the aspects that stood out the most in the evaluation is the way in which women themselves, in this case from Livingston, spoke about the positive impacts that the SC Program had in their own lives and that are reflected in the way in which they now relate to public spaces and the authorities.

We identified the fact that it empowered women, who already know their rights and that they have to become organized to demand from authorities that they view their neighborhoods through the eyes of women, that it does not matter if authorities change every four years because now there are strong, organized women who want a safe place to live.

The SC Program also showed **successful** outcomes with regard to women network influence on municipal agendas to include the gender perspective in public policies on security and in the design of public spaces. Women and their networks reached consensus and specific agreements with municipal governments. In this regard it was possible to identify particularly the following outputs regarding Outcome 4 of the SC Program related to this issue:

*a. Community participatory action plan with a gender approach in these neighborhoods in zone 5: la Labor, la Palmita, Arrivillaga, San Pedrito, Vivibien, and Santa Ana.*

This plan is the result of a diagnosis done from August 2011 to February 2012 in five neighborhoods in Zone 5 in Guatemala City. The methodology of the *Safe Cities for Women Program* involves exploration marches led by women and youths of the area to identify unsafe points in streets or public spaces<sup>19</sup>. The experiences by these women defined the design of the diagnosis that was later validated by women, youths and representatives of the Neighborhood Committees of Guatemala City.

The plan consists of two lines of work: on the one hand, a number of proposals to work in favor of eliminating violence against women, and on the other hand, proposals to reduce the physical insecurity of women and men. The plan proposes a number of actions or recommendations for the municipalities in terms of<sup>20</sup>:

- Area and street lighting
- Traffic and signage
- Recovery of parks and public spaces
- Park and street cleaning

In the community participatory action plan with a gender approach for zone 5, an outstanding result was the recovery of Parque Navidad promoted by women in the framework of the SC Program. To that end, a 52 square meter mural was drawn with the theme

Changes are small but they become evident little by little. In some neighborhoods there is more direct attention than in others, we cannot make general statements. What the Project left behind was: the way to file a complaint, how to reach the authorities, and somehow they took us closer to the authorities and now we go and they recognize us.

We do not expect the authorities to come. What the program sought was to empower women, to learn the tools. We realized that we could rescue a few places and we did it. The Program has ended but we were empowered to advocate for development.

Testimony of woman leader in Livingston

<sup>19</sup> Diagnosis of the situation of violence and insecurity for women in zone 5, Guatemala City, March 30, 2012.

<sup>20</sup> Participatory Community Action Plan with a Gender approach in Zone 5 Neighborhoods: La Labor, La Palmita, Arrivillaga, San Pedrito, Vivibien, and Santa Ana, April 12, 2012.

*No Violence against Women.* In this experience, women reflected on and exchanged knowledge about gender violence and on the meaning for them of a safe city and communities, with opportunities where they are respected and appreciated. With the proposed drawings, the women expressed themselves and made statements against gender violence, in favor of freedom, contact with nature and life, culture, lighting, safe transportation, a better position for women, and gender equality. The mural expressed their ideals and challenges as part of the process to recover public spaces.

During the evaluation, a visit was made to zone 5 and particularly to Parque Navidad, where it was possible to confirm that the park was recovered and that there was considerable improvement in the public infrastructure of its surrounding areas. In Parque Navidad, landscaping work was evident, as was the repair of games, swings, slides the open-air theater, and benches. There is now also a library with constant police and guard security.

Women who were in the park and outside of it were interviewed and they agreed in pointing out that after the park was repaired, the insecurity that they experienced in the past changed radically. Interviewed women feel that there is more security and said that they feel safe to go alone to the park, stroll around or take their children and participate in activities at the park, leave their homes to be “seen and heard”<sup>21</sup>.

One of the most important impacts was that the plan was assumed by the municipality and that most actions and recommendations proposed were implemented.

### ***b. Agenda for Women at the Municipality of Izabal***

*The Common Agenda for Women in Izabal* is the clear and visible result of the mobilization of women to influence authorities to have safer cities for women. Fundación Guatemala was able to get 60 women from the department of Izabal to promote this work within the framework of the SC Program. The agenda deals with issues of the human rights of women and their citizen security. It seeks the strengthening of Municipal Offices for Women in 5 municipalities in Izabal, as well as greater participation by women in COMUDES (Municipal Development Councils) and in COCODES (Community Development Councils).

*The Common Agenda for Women in Izabal* was presented to the governor of the department on March 8, 2011 to address the actions required in the agenda. The Department Intervention Plan was subsequently signed. It made it possible for women to establish an interrelationship with department authorities and to create a system of indicators for security audits by women. In addition, as a response to this

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<sup>21</sup> Visit to Parque Navidad in zone 5 on October 18 by the evaluation team. 7 women of different ages that had not participated in activities to recover the park and its surrounding areas were interviewed. They have benefitted from these recovery activities and stated that they feel safer in that place.

intervention, and at the department level, the Desk for Women of the Department of Izabal was created to address Safe City actions.<sup>22</sup>

Despite progress made, information was received that indicates that the Desk for Women in Izabal is not operating<sup>23</sup>. However, this did not mean that work by women stopped. With funds from other donors that came after the SC Program they were able to replicate 24 experiences in other municipalities of Izabal<sup>24</sup>.

The most important part of this experience is that it became evident that the methodological model implemented in Livingston by Fundación Guatemala has become seed capital that continues to have impacts in other areas.

As we were able to see in this section, the work done by the partners of the SC Program went through several phases to empower women, from the first level of knowledge of their rights, which allowed them to develop capabilities to make decisions about their lives; a second phase of organization where they became organized in networks; to a third phase where they were able to influence authorities and reached tangible agreements that made their neighborhoods or communities safer places for women.

As we indicated in the beginning, when doing the analysis of the Outcome with respect to proposed **indicators**<sup>25</sup> and **goals**<sup>26</sup>, it is more than evident that the latter were accomplished successfully and that the work done in this Outcome **is one of the greatest achievements** with the greatest impact of the SC Program in Guatemala, which is also considered to be the main guarantee of success and sustainability of the work to be done in the future, beyond, or not, the work done during these five years in the SC Program.

*One of the guarantees of the continuity of the work done: the systematization and dissemination of experiences, tools and methodologies.*

***R5. Information on lessons learned and good practices of safe city models is disseminated.***

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<sup>22</sup> In-depth interview of political stakeholder linked to the implementation of the SC Program in the Department of Izabal.

<sup>23</sup> Idem.

<sup>24</sup> In-depth interview. Fundación Guatemala.

<sup>25</sup> Indicator 1. Agreements with municipal governments for the sustainability of institutional mechanisms for security and violence prevention in public spaces. Indicator 2. Existence of an agenda of consensus among women organizations and authorities to include the gender perspective in public policies on security and the design of public spaces.

<sup>26</sup> Goal 1. Agreement to open up and follow-up on a discussion on gender and citizen security between municipalities and community women organizations. Goal 2. Prioritized agenda and its points readdressed in public policies by local authorities.

Another huge accomplishment of the SC Program in Guatemala is that all the experiences by the partners is documented and systematized, which favors the possibility for them to be replicated in other work spaces.

A first successful, visible and tangible outcome of the SC Program was that women who live in neighborhoods in the Municipality of Guatemala applied tools from the regional Program. This was accomplished through the digital publication of the *Methodological Guide of the Manual, Tools for the Promotion of Safe Cities from the Gender Perspective* of Fundación Guatemala, representative of the Woman and Habitat Network, which served to bring the tools of the regional SC Program to women and their neighborhoods. We were informed that these tools have been applied by women who live in neighborhoods of the municipality of Guatemala without the intervention of auxiliary municipal authorities. In other words, the women realized that they could do it themselves<sup>27</sup>.

Within the framework of SC Program intervention, we can highlight some outcomes accomplished by Fundación Guatemala and the Municipality which are a methodological model to seek to accomplish safer cities for women, and which without a doubt is one of the great opportunities to replicate these experiences that have been tested in other areas.

These are the virtual publication of the *Methodological Guide to Implement Leadership Women Schools for Safe Cities*, as well as the virtual publication of the *System of Indicators for Municipal Human Rights Defenders for Women and Security Audits by Women* of Fundación Guatemala, and the *Methodological Guide of Practical Tools for Women as Multiplying Agents in Favor of Gender Violence Prevention* of the Municipality of Guatemala.

The *Methodological Guide for the Implementation of Opportunities to Address the Need to Abide by the Human Rights of Women* is another one of the publications that Fundación Guatemala left behind as its legacy within the framework of the SC Program to discuss gender violence in cities and generate analyses and proposals for public policies. It was presented as a *Work Proposal for the Methodological Strengthening of Opportunities to Address the Need to Abide by the Human Rights of Women through the Commission for Women of the Congress of the Republic of Guatemala*.

Despite the fact that when the consultancy was conducted, several publications by the Municipality of Guatemala and IUMUSAC were in the process of printing, Fundación Guatemala currently has important electronic publications on experiences worth replicating.

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<sup>27</sup> Statement during the interview to former Members of Congress and of the Commission for Women in Congress (2008-2012) by Fundación Guatemala.

We underscore the importance of publishing, presenting and publicly sharing all the experiences of the SC Program. We believe that this would favor the continuity or replication of the valuable work done. The work to present and make various experiences visible should be done from a comprehensive and national SC Program perspective by enhancing the work done at the municipal, local or area levels, and giving it the nation-wide framework that the SC Program and the work of UN Women need.

Based on everything that has been indicated in this section, we believe that according to the **indicators**<sup>28</sup> set forth in Outcome 5 the **goals**<sup>29</sup> were **successfully met**.

#### *D.4. Value added of the SC Program*

The SC Program had its greatest impact in strengthening and empowering women and their networks from the perspective of rights, citizenship and political participation and advocacy. Women became organized, held discussions – which they continue to do – and work now to influence public policies on urban security and public spaces, but the success of their advocacy may or not be relative. However, the work done with women exceeded by far the outcomes expected.

A specific sample of this was the promotion of political participation by women within the structures of municipal representation in Guatemala City<sup>30</sup>, a space historically and socially reserved for men. At present, of 22 auxiliary mayors, three are female auxiliary mayors in the Municipality of Guatemala, and in the Municipal Council there is an alderman and a syndic, which is 30% of municipal government.<sup>31</sup> Information was also obtained that as a result of the implementation of the SC Program in Izabal, the doors have opened for more women to participate as representatives in municipal decision-making bodies such as COCODES and COMUDES<sup>32</sup>.

#### *Strengthening of the Municipal Office for Women*

Another specific impact of the Project was the establishment of the Municipal Office for Women (MOW) in 2012. Since 2004 the Social Development Department of the

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<sup>28</sup> Indicator 1, Existence of a broad inventory of experiences and good practices, including Central American Experiences; Indicator 2, Methodologies transferred to the partners.

<sup>29</sup> Goal 1, Inventory of experiences and good practices published and disseminated. Goal 2, Partners trained and informed about the application of methodologies.

<sup>30</sup> In-depth interview of MOW, Municipality of Guatemala: “An experience was developed through the Project of Commissions for Women in Neighborhood Committees. It has been possible to make the participation of Neighborhood Committees more visible... also see how a City is built with the eyes of a woman”.

<sup>31</sup> Information collected through in-depth interviews done at the North Regency Office of the Municipality of Guatemala, and of the Municipal Office for Women.

<sup>32</sup> In-depth interview with political actor of the Department of Izabal linked to the implementation of the SC Program.

Municipality of Guatemala City was responsible for promoting gender issues and the rights of women. This department established the first contact of the Municipality with the Safe City Program. A diagnosis exercise was conducted with SC Program funds to identify the needs that a MOW would need to cover in the context of the entry into force of the amendment to the Municipal Code of 2012 that provided the obligation for every municipality in the country to create a MOW. This diagnosis was also useful to show the need to build the institutional nature of the MOW. In these circumstances, the Municipal Council issued Resolution COM19-2011 to create the MOW. One of the roles of the MOW is to address the specific needs of women, promote community leadership and their economic, social and political participation.<sup>33</sup>

The current Director of the MOW recognized that the political support by UN Women during this process was critical for the establishment of the Office. One of the major impacts of the MOW to date has been the strengthening of women committees that participate in Neighborhood Committees (NC) at the Municipality. In this manner, the MOW promotes the participation of women in decision-making bodies that can have a direct impact on their lives. The strategy promoted by the MOW is for these Committees to build a city with eyes of a woman through their participation in NCs.

### *Iseri Ibagari or New Life, a space that has been recovered and given new meaning by the women in Livingston*

This is a space recovered at the initiative of Ingrid Gamboa, a garifuna woman. In her neighborhood, a house was occupied by youths and turned into a drug consumption and sales center. In the beginning the problems with the community were not too serious, until there was a shooting. At that time, she decided that it was necessary to give new meaning to that area. With funding from the Safe City pilot project, she induced her friends, neighbors and community into action to recover the house. She had the courage to ask the youth to dislodge, which he did. Later, the women from the community painted and repaired the house and turned it into an “area for women”. She consulted with her community and the decision was that it should shelter HIV patients and their families. The house also serves as a space for women to meet and information is provided on the rights of women and organized groups of women meet and offer training on sexually-transmitted diseases and self-esteem. Work is also done to develop the economic autonomy of women.<sup>34</sup>

Iseri Bagari was visited during the evaluation and it was confirmed that it continues to be the only center for persons living with HIV/AIDS in Livingston. The center has attained legal status and has established partnerships with other networks of the region. According to information obtained, the center has become a point of

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<sup>33</sup> In-depth interview done at the Social Development Department of the Municipality of Guatemala.

<sup>34</sup> We believe in our dreams: yearnings of women walking together. UN Women Guatemala, 2011.



reference in the community on topics of sexual and reproductive rights and sexually transmitted diseases. They have been able to make the garifuna population of Livingston change their sexual behavior, and among other things, get tested for HIV. “We have been working with them for three years and really the success that they have accomplished is to have people tested; this was accomplished thanks to the education component that they promote, which has a direct impact on a safer community for women”<sup>35</sup>.

### ***Local and community-level work with men***

A value added of the SC Program – that also promotes its sustainability - is community work done beyond women, who are the main and essential focus in any process. These are processes that must also be developed at the family level and with youths and men in order to strengthen the work and empowerment done for women and thus add to community and local support.

This approach was developed in the SC Program. For example, the Municipality of Guatemala worked with groups of young girls and boys and a significant network of youths has been formed. This platform was used to expand on the work done but also to develop our own methodologies and training efforts with a gender approach. The men with whom we worked participated and also supported marches for safe neighborhoods. “Less work was done, but it worked” said one of the interviewees.

## **E. LESSONS LEARNED. Major challenges for the SC Program**

### ***E.1 Without the “before” picture it is impossible to have the “after” picture. The absence of a baseline.***

Despite the evidence provided by the outcomes and the impact obtained with the implementation of the SC Program, the Regional Program and the Country Program did not have a baseline that would show the starting point from which activities were to be developed, or the reality or the context that they sought to change. The absence of data, numbers, a map or inventory of previous actions – if they exist – could have had negative impacts on the Program, which fortunately did not occur and if they did, they did not affect their development. This was accomplished thanks to the work done by implementing partners. But this also has a repercussion on the difficulty to “take a good picture” of the progress accomplished at municipal and local levels, as a result of the implementation of the SC Program as one of the persons interviewed indicated.

While we bring this challenge up as a lesson learned, we could have developed it in the limitations section. However, because it is part of the SC Program design and of the project of each partner, we decided to include it here.

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<sup>35</sup> Interview of PASMO in Livingston, during the visit made to *Iseri Gabari* to do the evaluation.



## ***E.2. Joint strategies in the face of male dominant schemes; the biggest challenge.***

The biggest challenge faced by the SC Program was its objective: to change the vision of public spaces designed and thought out without a gender perspective that would make them inclusive and safe for women.

Working to change this vision meant and continues to mean a huge amount of work for partners but it is now more clearly seen in the work done by IUMUSAC.

During the evaluation it was possible to see that the main challenge for them was to get support from the University. It was possible to see that, despite the fact that the issue of VaW and the SC Program could be positioned, because of the resistance on the part of some university authorities the VaW problem is not perceived strongly and explicitly from a gender approach. For this same reason, we believe that despite progress by IUMUSA, the SC Program was unable to do a differentiated analysis of the impact on violence in university spaces against women. In other words, without a question, it was possible to make the problem of violence in campus visible, but we still need to take the next step: to introduce the gender perspective in the agenda of the University.

It should be underscored that the outcomes obtained would not have been possible without the work done by the coordination Committee and the participation of IUMUSAC, with its vision of Safe Universities, which was informally structured and based on the personal commitment of its members. USAC authorities have not taken the necessary step to create an institutional structure for the Committee and therefore personnel turnover may place the continuation of its tasks at risk<sup>36</sup>.

## **F. EFFICIENCY: ABOUT STRUCTURES AND COORDINATION**

### ***F.1. The administrative part ... planning, implementation and resources***

Up to 2011, the UN Women Office in Guatemala reported to the Subregional office of UN Women for Mexico, Central America, Cuba and the Dominican Republic located in Mexico City. This had several forms of repercussion in the way in which work is done now compared with before UN Women in Guatemala. The office used to work to implement specific projects with personnel hired to that end, for definite periods of time and many times, the initiatives implemented in Guatemala were part of a Regional Program, which is the case of the Safe City Program. Thus the Office in Guatemala was a Project Office and its dependence on Mexico influenced administrative aspects.

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<sup>36</sup> Interview of the Student Welfare Department of USAC: “The Program’s Coordinating Committee has not been recognized by the authorities of the University, it does not make any contributions towards this Program. One of the biggest obstacles are administrative changes in university authorities because they come with different policy visions and we run the risk of losing efforts ...”

In the opinion of some of the partners and evaluators this affected the SC Program administratively and politically, because of the delay in the processes by the Office in Mexico.

### ***The administrative effect***

The fact that everything had to go through a regional office and be approved outside of the country took agility out of various processes during the execution of the SC Program.

The transition to UN Women started in 2011 and a country strategy for 2012 and 2013 was developed. A Representation office was created in 2012 that reports to the new Regional Office for Latin America and the Caribbean in Panama and in May of the same year the new UN Women representative for Guatemala was appointed.

The bureaucratic process to approve reports and disbursements in the first few years of the SC Program was one of the challenges mentioned in most interviews. Many of these are related particularly to the relationship and type of administration of the Regional UN Women Office in Mexico.

Most of the interviewees agreed that decentralization helped streamline administrative processes and the involvement of UN Women Guatemala in substantive tasks of the Project.

### ***Implementation ... optimized resources!***

Despite the difficulties of coordination with the Regional Office in Mexico listed above, the aspect of efficiency and proper utilization of resources is one of the positive aspects underscored in the SC Program. “Transparent fund management and the level of execution by partner organizations was good, both by Fundación Guatemala, the University Institute for Women of USAC and the Municipality: 100% of the funds were executed. The money was used very well for its objective. One of the accomplishments is that in the case of the projects by the Municipality and by IUMUSAC, the funds were used for investment; there were no salaries or financial costs to be paid (...) everything was purely investment”<sup>37</sup>.

### ***The political effect. Successful local models without a nation-wide perspective***

The main lesson learned by the SC Program was the absence of a general strategic vision of the country that would help to coordinate and define political lines for joint work, to share information on challenges, obstacles, conflict resolution mechanisms and advocacy issues that each partner faced; team work among partners, a common political view of the “road we take as partners” beyond huge localized fruits.

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<sup>37</sup> In-depth interview to UN Women Guatemala.

Despite getting information on joint annual plans and methodology and experience exchanges, partner organizations mentioned “the feeling of having lost the opportunity for more coordination, to exchange common lines, to approach other partners, to share methodologies and strategies” which would have unquestionably strengthened the specific work done even more.

This point reached consensus in the interviews made to implementing partners. They all agreed on the need for coordination, to trace common work lines and stated that “the opportunity to know what one or another group was doing was lost with their absence”<sup>38</sup>.

This situation became evident specifically in the absence of formal coordination, periodic and sustained communications among partners, mediated or coordinated by the SC Program. The evaluators are aware of the different conditions and contexts where the SC Program was developed in Guatemala: the different dates of project execution, geographic, context and approach differences. However, these same reasons made it necessary to have better communication among partners to share processes and experiences.

Between 2008 and 2009 when the Municipality of Guatemala was not yet a partner, a coordination group was in place. “At the beginning we formed a group with safe city organizations, a work group that included the Municipal Office for Women of Guatemala, Livingston, Fundación Guatemala and UNIFEM (formerly). These were work information and sharing groups”. Despite the fact that it was not a partner at that time, the Municipality currently recognizes that it was the moment when the MOW made a commitment towards the concept of Safe Cities for Women and its Methodology.

...projects were not coordinated< we did not have that constant Exchange among programs to be able to define common lines of work, that would have been important ...

Statement by one of the implementing partners

However, this effort became diluted, apparently for various reasons, one of them probably turnover in the SC Program coordination and also because of the different dates of execution of the projects by each partner organization.

Between 2008 and 2010, the office in Guatemala had two Safe City Program Coordinators that worked with the guidelines provided by the Office in Mexico. The last and current coordinator of the SC Program started her work in June 2010 with a process that was already underway. The partners state that their relationship with the current coordinator of the SC Program was interactive and close.

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<sup>38</sup> Interview of one of the partners of the SC Program Guatemala.

With the arrival of the current coordinator, work with the Municipality of Guatemala as a SC Program partner was promoted. This work relationship started in 2011. That moment marked the exit strategy for Fundación Guatemala and the entry strategy for the Municipality of Guatemala. This is another reason that apparently influenced the lack of a coordination space.

This absence of a nation-wide vision resulted in outcomes being visible only in a compartmentalized level, that is, by the implementing partner, by area or municipality and by University.

It also produced the effect that the experiences of one partner were not replicated, or at least studied by the other partners. In this regard there were statements made such as “there are no security maps here (Guatemala City)... this is a Livingston model that should be open for replication...”<sup>39</sup>.

## ***G. SUSTAINABILITY***

### ***G.1. what is really important... installed capacity***

During the evaluation we were able to identify a fundamental aspect for the sustainability of the work done during the five years of the SC Program: women who worked directly with the SC Program are now knowledgeable of their human rights with a gender perspective, they exercise their citizenship from a gender perspective approach, they participate in public affairs and own the public space that they have been able to conquer and that they now defend.

The women with whom the SC Program has worked have been able to acquire ownership of its strategy and main lines of action. In this sense, during focus group meetings<sup>40</sup> we clearly saw that the women are not ready to take a step back in their accomplishments and that many of them have assumed the risk of building a safe city for women as a personal and community commitment. In view of these accomplishments, the evaluators feel that particularly in Fundación Guatemala and Municipality projects, it was possible to **guarantee the sustainability** of the interventions.

Due to the way that the SC Program was structured at the San Carlos University, the weak support on the part of university authorities and the limited involvement of students, this **sustainability** factor is perceived **less strongly**.

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<sup>39</sup> In-depth interview UN Women Guatemala.

<sup>40</sup> Formed by women with which we worked at the Municipality of Guatemala and in Livingston.

## ***G.2. What is urgent ... the financial aspect and political support***

The promotion of the SC Program through the projects of the three implementing partners has found various forms of economic and political sustainability despite the fact that the financial execution of the Project has ended.

Regarding the financial sustainability of the SC Program, it is valued positively because in the three cases, implementing partners have taken up the activities and have continued with the projects with their own funds like in the case of the Municipality or with other funding and external support, like Fundación Guatemala and the San Carlos University.

In the case of the Municipality, we were informed that the Municipal House for Women Project in zone 18 is funded since the beginning of 2013 with public funds from the Municipal budget<sup>41</sup>. This is also true of some of the specific programs such as Films in your Neighborhood and the Social Development of the Municipality. MOW also replicated the *Course on Conflict Management, Lobbying, Negotiation and Advocacy to Prevent Violence with a Gender Approach*, with their own funds. It was directed to social promoters that are very close to the communities. The MOW is promoting a program called Safe Communities with USAID funds that started a mapping effort following the same methodology of safe cities for women.

During the evaluation it became evident that the strengthening strategy of the MOW can guarantee continuity of its institutional existence despite political changes that may take place in municipal administration.

In the case of Fundación Guatemala, its work and experience in the area has enabled it to find funds from other donors to continue with several projects that started under the SC Program. According to information available, at present Fundación Guatemala is doing a diagnosis of conditions and producing a methodological guide to implement a Land Regulation Plan for the Municipality of Livingston with a gender perspective.

The challenge is bigger for IUMUSAC. This notwithstanding, they have obtained funds from the Pan American Health Organization (PAHO) to carry out a violence perception study among students since it is clear that university authorities have not acquired formal ownership of the major interventions developed within the framework of the SC Program as well as of its approach or methodology. Future work is therefore of the essence.

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<sup>41</sup> In-depth interview Regencia Norte de la Municipalidad de Guatemala: "...El compromiso de la Municipalidad sería la sostenibilidad, hoy a 10 meses de que el financiamiento para el pago de personal no viene de ONU-MUJERES-MUJERES-Mujeres, la Casa Municipal sigue funcionando. Los recursos vienen de la Municipalidad directamente. El reto es cómo incorporar los recursos financieros al presupuesto municipal. Casi se logra al 100%. El Edificio es Municipal, es una gran ventaja para la sostenibilidad del proyecto."

In view of the strengthening of their rights, exercise of their citizenship and their capacity to become organized and to advocate, and also through the work done by partner organizations, the strategies of the women with whom the SC Program worked continue with and expand on interventions with support that goes beyond the SC Program itself, and therefore we conclude that the activities carried out are sustainable at the local and area level. However, as we have indicated throughout this evaluation, the nation-wide nature of the SC Program runs the risk to become diluted because of the specific work done by partners and the lack of a nation-wide framework for the SC Program.

### ***G.3. To be replicated and broadened***

The Project operated as seed capital or as a trigger to include the issue and methodology related to Safe Cities and to create processes of different types. Through its different components and in different experiences, the SC Program has already been replicated. An example of this is the recovery of Parque Navidad in zone 5 and its surrounding neighborhoods in zone 2 of Guatemala City. The tools and methodologies of safe cities for women were used for the replication effort.

In Livingston, the experience of a new meaning for public spaces in the case of *Iseri Ibagari* is repeating itself at the community level. Another municipal space that had been taken over by similar groups that were expelled by the community and the Municipal Development Council is building a training center for the community.

The Leadership School of Fundación Guatemala as well as its Tool Guide for Safe Cities, the Course for Leaders as Multiplying Agents of the Municipalities are experiences which have been systematized by Fundación Guatemala and that may be replicated not only locally but also at nation-wide level in other spaces or areas that need to be recovered.

In the short term, the Municipality of Guatemala will replicate in other areas of Guatemala City the Municipal House for Women model in view of its impact on women.

## CONCLUSIONS

### *Findings*

1. The SC Program was pioneer in the country in the introduction of the Safe Cities for Women concept and methodology. The experience and methodologies developed in the region to start to raise the awareness of women and authorities about the VaW in public spaces, which were still not visible in Guatemala, was utilized.
2. The SC Program came at a time of institutional and regulatory transformations that enhanced its impact. It also responded to a problem that many women were and still are facing without the necessary tools. The SC Program opened up roads and made it possible to create spaces for women to position the problem of VaW in the public space in the agenda of authorities. The SC Program **is and continues to be relevant**.
3. The impact of outcomes accomplished by the SC Program has been important in local and municipal areas, as has been work done at the university.
4. One of the major limitations of the SC Program is that focused interventions were discussed without a nation-wide vision of the SC Program. For this reason we believe that they cannot by themselves have nation-wide impact on the general situation of VaW in public spaces.

### *Outcomes – efficacy, efficiency and repercussions*

#### ***Knowledge production: the link between VaW and public spaces*** (Outcome 1)

5. The Program was able to get partner organizations to create spaces where the link between citizen security and gender violence was recognized. The research work and diagnoses done by implementing partners of the Program as well as the periodic and ongoing organization of fora and seminars around the issue during the five years of implementation of the SC Program are proof of this.
6. Despite this, addressing the issue through nation-wide studies with a country perspective, beyond the organizations that were a part of the SC Program, continues to be a challenge.

#### ***Moving authorities and key stakeholders to include the perspective of women in their agendas*** (Outcome 2).

7. The SC Program was able to start various social processes among women and authorities that went beyond the scope of the SC Program. The advocacy

work by the three implementing partners left behind a motivation that continues to work for them and for other stakeholders to replicate the safe city methodology in various environments and spaces.

8. Although it is positive that the SC Program focused on local environments, we cannot lose sight of the fact that many factors that determine attention given to the situation of violence and insecurity depend on national authorities. This means that despite the fact that the SC Program had an influence on municipal authorities, many key interventions required to improve the situation of violence in public spaces against women depend on national authorities such as the National Civil Police, the Prosecution and the Ministry of the Interior.
9. We also identified specific actions that had an impact at the department level as well as in Congress, through the Commission for Women, and at the universities of the region.
10. The SC Program lacked a systematic and country-wide advocacy strategy with the media and opinion markers despite the fact that several initiatives were generated to raise awareness and make the issue visible. That is why having mass media adopt the issue and begin to work on it to have nation-wide impact continues to be a challenge.

***Define realistic objectives. Land regulation plans*** (Outcome 3)

11. The objective to influence land regulation plans was not realistic and exceeded by far the ability of individual projects of the SC Program. Limitations faced by the municipalities of the country with regard to lack of resources, representative and inclusive spaces of participation, the absence of land regulations at the municipal level and, above all, the lack of a gender perspective among the authorities of that government level, paint an adverse picture that was faced by the SC Program.

***Women who are more aware of their rights and who have the capacity to claim them and to make decisions*** (Outcome 4)

12. The **main impact** of the SC Program was its ability to raise awareness and mobilize women at the local level, who, thanks to their diverse activities and products, became empowered until they were able to influence their authorities on the issue of VaW and the problem of insecurity that they face in their communities.
13. The SC Program made a contribution for women from different areas to know their human and political rights and for them to be aware that they have the right and possibility to become organized to demand from authorities that their neighborhoods be viewed through the eyes of women,



regardless of the changes in authorities every four years. At this time, there are strong, organized women who wish to have a safe place to live.

14. The SC Program also **permitted the strengthening of local networks** as well as the participation of women in representation and decision-making spaces from which they were traditionally excluded. **Experiences were identified where women influenced municipal authorities on institutional redefinition and on public spaces.**

***Guarantee that the work done will continue: The systematization and dissemination of experiences, tools and methodologies*** (Outcome 5).

15. Important efforts to systematize and transfer the experiences of the SC Program were made by all the implementing partners. However, it was determined that it is necessary to go beyond the local level. It is necessary to replicate some of the experiences also nation-wide, in other spaces or areas of the country. Examples of some of them are: the Leadership School as well as its Tool Guide for Safe Cities and the Course for Leaders as Multiplying Agents. The latter is an experience that the evaluators believe should be replicated.

### ***Sustainability***

16. The SC Program was able to transfer power to women and their organizations. From the interviews and focus group meetings held, we have perceived that despite the fact that the SC Program has concluded, women are empowered and they themselves have continued to become organized and to make their neighborhoods or municipalities safer places for women.
17. We identified initiatives and actions by all the implementing partners to continue with the efforts started by the SC Program, which involves its sustainability.

## **RECOMMENDATIONS**

The high rates of VaW both in public as in private environments continue to show that Guatemala is far from being safe for women. For this reason, the work to recover public spaces where women may exercise their citizenship, feel free and safe continues to be a pending task where it is unquestionably necessary for UN Women to continue to work.

The fact that women with whom we worked over five years in the SC Program are now more aware of their rights and their citizenship and have tools that have developed and enhanced their leadership and advocacy capacity is something that UN Women definitely needs to continue to support.

1. In view of the relevance of the SC Program and the needs of the country we recommend that UN Women strengthen this experience through its work in the area of VaW and provide support to disseminate it publicly and replicate it in other spaces with the objective to continue to expand it to other areas of the capital and to other municipalities of the country.
2. That is why the main recommendation to UN Women is that it look for political, human and financial resources to help strengthen the work that has already been done, to continue to systematize and replicate experiences nation-wide and not only locally.

To further strengthen the work done by the SC Program, as well as future activities by UN Women Guatemala on the issue of VaW, we recommend:

3. That any project or program which is implemented include a **clear and complete baseline** as part of its design. It should have work elements for partner organizations, for persons working in its coordination and for everyone wishing to look at it from the outside. Having a baseline not only contributes to know where one wants to go, what is to be accomplished, but also what has been accomplished and what is missing.
4. Having and keeping during the execution of any Project or program a **broad, general and country-wide vision** of the Project with a common work framework where coordination, collaboration and work among partners is one of its action lines, while respecting the independence, autonomy and form of work of each organization or institution.
5. To continue with and delve into the work at municipal level with the object of having more impact on the general situation of the country. To involve, for example, other areas of the City, as well as other urban and rural areas of the country, taking into account, of course, the financial, administrative and logistical capacity, not only of UN Women but of partner organizations and institutions.
6. To this end we recommend seeking inter-agency coordination with UN agencies such as UNFPA, UNICEF or OHCHR.
7. Strengthening partnerships with women organizations and networks working from a gender perspective and with a human rights approach.
8. Establish partnerships with human rights organizations and strengthen partnerships with international organizations such as Impunity Watch that has an important work line in VaW.
9. Consider the involvement of authorities responsible for the prevention of VaW at local and national levels such as the National Civil Police or the Metropolitan Police and the Prosecution. An example of the need for these

synergies is that in the action plan developed together with the Municipality in zone 5 for the recovery of Parque Navidad, it was possible to define activities associated exclusively with the Municipal Metropolitan Police even when they focus on limited but important aspects such as person surveillance and assistance, modification of the direction of the roads, or street signals.

10. Consider a specific **work line** with **opinion makers and communication media** to work on VaW. It is necessary to think of complex and systematic communication strategies that involve all the work done by UN Women with a global political vision.
11. In order to accomplish **sustainability** in actions beyond the economic plain, it is necessary to consider **work with youths, men and families at community level to be a strategic line**. Only thus is it possible to provide support and to strengthen the empowerment of women's rights and citizen actions as the SC Program has shown.

## ANNEX 1

### Persons interviewed and focus groups conducted

Focus Groups	
<b>Municipality of Guatemala</b>	Focus group with 20 direct beneficiaries of the Municipal House for Women of Zone 18 Guatemala
	Focus group with 12 persons (10 women and two men) Neighborhood leaders of the Course for Leaders as Multiplying Agents
	Focus group with nine women who participated in the workshops, theater performances and mural-making activities
<b>Fundación Guatemala</b>	Focus group with 11 Human Rights Prosecutors and leaders trained at the Leadership School of Fundación Guatemala in Livingston
<b>University Institute for Women of USAC</b>	Focus group with three male security agents, two women parking lot guards of USAC, a volunteer student of USAC, an intern/student of the University Institute for Women

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