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Evaluation Office

United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION
GUATEMALA

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Acknowledgements

Foreword

I am pleased to present the second UNDP Independent Country Programme Evaluation (ICPE) of the Republic of Guatemala. The Independent Evaluation Office of UNDP conducted the ICPE in 2018, and it covers the 2015-2019 country programme.

The UNDP programme in Guatemala represents the fifth largest for UNDP in the Latin America and Caribbean region. Despite being an upper-middle-income country and the largest economy in Central America, Guatemala continues to face important development challenges, including high poverty and inequality.
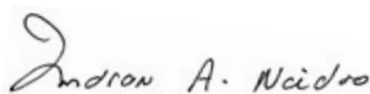
Through its programme, UNDP contributed to progressive institutional change in key justice and rule-of-law institutions and improved national capacities for the protection and sustainable use of natural resources and biodiversity. UNDP's programme enhanced sectoral and municipal capacities to better integrate and apply public policy instruments in the framework of the land use planning and management approach, facilitating good sectoral and intersectoral coordination practices as part of urban and rural development councils. Important contributions were also found for the improvement of institutional frameworks for greater engagement of indigenous people. The effectiveness of pilot projects in conflict resolution and social peace, however, was moderate, and these initiatives face important sustainability challenges.

The evaluation identified a number of areas for improvement and presented a set of recommendations for UNDP's consideration, aimed at enhancing UNDP's contributions to Guatemala's national development priorities. In close partnership with government and key development actors, UNDP should play a more active role in promoting solutions to advance structural changes and accelerate implementation of the Sustainable Development Goals in the country. To enhance the effectiveness of the justice sector, UNDP should support a more comprehensive strengthening of key institutions in the executive and justice branches. Similarly, UNDP's work on social dialogue and peace should be strengthened, with a focus on promoting a more strategic and holistic approach for the construction of peace and transforming small, pilot, ad hoc initiatives into more long-term interventions. Similarly, the integration of indigenous peoples' rights, gender equality and the empowerment of women and youth into the programme should be enhanced, with a view to achieving greater social inclusion and transformative results.

Partnerships at all levels are crucial to foster inclusive and sustainable development in the country. UNDP should also reinforce these partnerships and adopt measures that enhance synergies and catalyse investment for greater contributions to Guatemala's development results.

I would like to thank the Government of Guatemala and the other stakeholders for their insights to the evaluation. I hope this report will be of use to UNDP, the Government and development partners in prompting discussions on how UNDP may further enhance its contribution to sustainable human development in Guatemala.

Indran A. Naidoo
Director, Independent Evaluation Office

Contents

Acronyms and Abbreviations

ADR	Assessment of Development Results
CPD	Country programme document
CICIG	International Commission against Impunity in Guatemala
CO	Country office
COCODE	Community Development Council
CODEDE	Departmental Development Council
COMUDE	Municipal Development Council
CONAP	National Council for Protected Areas
COPREDEH	Presidential Commission Coordinating Human Rights
CPD	Country programme document
CSO	Civil society organization
FAO	Food and Agriculture Organization of the United Nations
FUNDAECO	Foundation of Ecodevelopment and Conservation
GEF	Global Environment Facility
GTI	Technical Inter-institutional Group
ICPE	Independent Country Programme Evaluation
IEO	Independent Evaluation Office
INACIF	National Institute of Forensic Sciences
INDH	National Human Development Report
INFOSEGURA	Regional project on information management for evidence-based citizen security
LGBTI	Lesbian, gay, bisexual, transgender, intersex
MARN	Ministry of Environment and Natural Resources
MIDES	Ministry of Social Development
MINTRAB	Ministry of Labour and Social Security
MUNIJOVEN	Youth Municipal Policies Project
OHCHR	Office of the United Nations High Commissioner for Human Rights
PAJUST	UNDP Transitional Justice Programme
PBF	Peacebuilding Fund
PNC	National Civilian Police
PNR	National Reparations Programme
RBLAC	Regional Bureau for Latin America and the Caribbean
SCEP	Presidential Executive Coordination Secretariat
SDGs	Sustainable Development Goals
SEGEPLAN	Presidential Secretariat for Planning and Programming
SEPAZ	Peace Secretariat
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
WHO/PAHO	World Health Organization/Pan American Health Organization

Evaluation Brief: ICPE Guatemala

Guatemala has made improvements in its legal and institutional frameworks since 1996, following signing of Peace Accords that ended 36 years of internal armed conflict between guerrilla forces and the military. However, in recent years, its economic growth rate has been unstable and insufficient to cover the needs of the country's growing population for food, education, health and other basic needs. Despite being a middle-income country and the biggest economy in Central America, the country still suffers from poverty and inequality.

In its 2015–2019 country programme, UNDP committed to supporting Guatemala in the areas of inclusive sustainable development, rule of law, peace and equal access to justice, and active and inclusive citizenship. Major funding partners included the Municipality of Guatemala City, Sweden, the United States, the Global Environment Facility and the European Commission. The Independent Evaluation Office of UNDP conducted an independent country programme evaluation that covered UNDP work in Guatemala from 2015 to mid-2018.

Findings and conclusions

UNDP's programme, in alignment with Government priorities, has successfully responded to the country's emerging needs and demands. UNDP's long-standing role as an impartial and trusted partner, coupled with its recognized technical capacities, has allowed it to promote dialogue across sectors and with multiple actors. Although efforts are still needed to ensure more integrated programming with other United Nations (UN) agencies, UNDP has worked to build synergies across outcomes and with other development partners.

UNDP has been successful in mobilizing more resources than originally planned. However, it risks becoming highly dependent on a few donors for specific programme areas.

In the areas of poverty reduction and natural resource management, UNDP contributed to strengthening sectoral and municipal governments, enhancing Guatemala's environmental policy framework and promoting intersectoral coordination. UNDP has been a key player in integrating the Sustainable Development Goals into local development plans through the land use planning approach. Moderate results were achieved in the work with rural development institutions and communities. Progress was less evident in terms of disaster risk reduction and the promotion of economic sustainability through local value chain development. Contextual and factors, such as structural weaknesses in the public service, affected the continuity and sustainability of results.

Total programme expenditure, 2015–2018: $124 million
Funding sources, 2015–2018

| 56% | 33% | 1% | 10% |

- ■ Bilateral/multilateral
- ■ Government cost-sharing
- ■ Regular (core) resources
- ■ Vertical trust funds

Programme expenditure by thematic area

Active and inclusive citizenship	$5 million
Rule of law and peace	$59 million
Inclusive sustainable development	$60 million

Despite the complex and volatile political and social context, UNDP has been successful in promoting progressive institutional change in key justice and rule of law institutions. Its contributions were key in enhancing the normative framework of the Public Prosecutor's Office and its criminal investigation work. In transitional justice, sustainability remains limited in financial, institutional and social terms.

UNDP has not sufficiently leveraged its strategic position to move the peace agenda forward. The effectiveness of its pilot projects in conflict resolution and social peace has been moderate, and the sustainability of these results remains a challenge. Considering the increasing conflicts and erosion of dialogue mechanisms in the country, a more sustained and concerted approach would have been required for long-term results.

In terms of gender mainstreaming, UNDP has improved the integration of gender equality into its programme and made relevant contributions to enhancing institutional frameworks for attention to victims of violence and sexual abuse, and to promoting greater participation by women and indigenous peoples in local development processes. Yet, there is still space for improvement in incorporating indigenous people's culture and knowledge in project design and implementation across all interventions and outcome areas.

The country office was also proactive in capitalizing on lessons and knowledge for improved programme design and implementation. However, some challenges remain in setting up an adequate corporate monitoring system to regularly measure UNDP's specific contributions.

Recommendations

- In coordination with other development partners, UNDP should work towards a more comprehensive strengthening of the justice sector. The substantive work with the Public Prosecutor's Office, and to a lesser extent with the Ministry of Interior, while relevant, has led to an increased workload in the judicial system. Work with the National Civilian Police and the judicial branch should be strengthened to enhance their effectiveness.

- UNDP should play a more active role in promoting solutions that support the Government's efforts to advance structural changes with a view to achieving its national development priorities and accelerating implementation of the Sustainable Development Goals (SDGs) in the country. In close coordination with relevant actors, UNDP should explore partnerships and strategies for the approval of the Civil Service Law and the professionalization of the civil service career; and with the National Human Development Report, foster dialogue at all levels on the existing and alternative economic models for more inclusive development.

- UNDP should increase its programmatic work on social dialogue and peace, transforming small, pilot, ad hoc initiatives into more strategic interventions. The current focus on reducing crime and preventing violence should be better integrated, with a more strategic and inclusive approach for the construction of social peace and reconciliation.

- UNDP should strengthen its programmatic focus on indigenous peoples' rights, gender equality and the empowerment of women and youth, with the aim of achieving greater social inclusion and more transformative results. Specific measures should be adopted by the programme to ensure interventions are culturally relevant and adequate and achieve more transformative results.

- To enhance the sustainability of results, UNDP should adopt measures to improve programmatic synergies, knowledge management and monitoring for results, and should implement communication strategies for greater social engagement. Programmatic synergies between the different outcomes should be pursued in terms of approach, geographical location and beneficiaries.

- UNDP should reinforce its partnerships at all levels to enhance synergies and catalyse investments for greater contributions to development results.

CHAPTER 1

BACKGROUND AND INTRODUCTION

1.1 Objective of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted the second Independent Country Programme Evaluation (ICPE) in the Republic of Guatemala in 2018. An ICPE is an independent evaluation carried out to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategies in facilitating and leveraging national efforts to advance development. This evaluation had two main objectives:

(i) Support the development of the next UNDP country programme; and

(ii) Strengthen the accountability of UNDP to national stakeholders and the Executive Board.

This is the second country-level evaluation conducted by UNDP in Guatemala, after the Assessment of Development Results (ADR)[1] carried out in 2009. This ICPE covers the period from 2015 to May 2018 in the 2015–2019 programme cycle. It aims to provide key inputs for the development of the new country programme, to be implemented starting in 2020 by the country office (CO) and national stakeholders. Primary audiences for the evaluation are the UNDP Guatemala CO, the Regional Bureau for Latin America and the Caribbean (RBLAC), the UNDP Executive Board and the Government of Guatemala.

1.2 Evaluation methodology

In accordance with the evaluation's terms of reference (see Annex 1), the evaluation was guided by three main evaluation questions, shown in box 1. The evaluation mostly relied on qualitative methods and tools. Primary and secondary data were collected using various methods, including:

- A portfolio analysis and desk review of programme documents, evaluations conducted by the CO, self-assessment reports such as the yearly UNDP Results Oriented Annual Reports, progress reports, financial data, gender analytics and background documents on national context, among others (see Annex 7 for a full list of the documents consulted);

- Consultations with 250 key informants using semi-structured interviews and focus group discussions both in Guatemala City and at project sites. Among the key informants were government partners, programme beneficiaries (including municipalities), UNDP staff at CO and RBLAC level, UN agencies, international financial institutions, private sector representatives, non-governmental organizations (NGOs), civil society groups and relevant donors (see Annex 6 for a full list of people consulted);

- Direct observation of project activities in eight regions (San Marcos, Quiché, Alta Verapaz, Baja Verapaz, Jalapa, Jutiapa, Santa Rosa, Escuintla), covering a sample of 12 field projects. These projects and locations were selected through a review of project documents and in discussions with the programme managers, ensuring coverage of interventions in diverse geographical locations (Dry Corridor, the West Highlands, the South Coast and the North-West department of Quiché, which has a predominantly indigenous population);

- A pre-mission questionnaire completed by the CO, addressing key issues covered by the evaluation; and

- A presentation of preliminary findings at the end of the data collection mission in the country to validate initial findings with the CO staff and collect any additional information.

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[1]   Assessment of Development Results: http://erc.undp.org/evaluationadmin/downloaddocument.html?docid=3076

Thirty-four projects out of 57 were selected to focus the evaluation's interviews and field visits — 12 out of 27 for the sustainable economic development outcome; 14 out of 21 for the rule of law and peace outcome; and 8 out of 9 for the active and inclusive citizenship outcome. The selection was based on a set of criteria, including thematic and geographic programme coverage, financial expenditure, maturity, degree of success, innovations, diversity of partners, a mix of joint/global/regional programmes and projects at different stages of completion. In addition, through interviews with national counterparts, the team partially covered six other projects not included in the initial sample.

Special attention was given to the integration of gender in the evaluation methods, through the inclusion of gender-related questions and the participation of women in group interviews. The Gender Results Effectiveness Scale developed by IEO was used in formulating this report, along with gender marker data[2] and gender parity statistics. Given that this was the second country-level evaluation carried out by IEO in Guatemala, the evaluation also followed up on implementation of the 2009 ADR recommendations.

The evaluation methodology adhered to the United Nations Evaluation Group Norms and Standards[3] and the ethical Code of Conduct.[4] Data and information collected from various sources and means were triangulated to ensure the validity of findings.

Process. The evaluation started in January 2018, with the drafting of the terms of reference. External consultants were recruited in March 2018, and the desk review was carried out in April to summarize initial evaluative evidence on results. The data collection mission took place between 21 May and 5 June and included an internal debriefing with the CO staff to present initial findings. Outcome analysis papers were prepared and synthesized into a draft ICPE report in July, which was submitted for IEO peer review and review by one of IEO's Evaluation Advisory Panel members. The revised draft was shared with the CO and the RBLAC in October and with the Government in January 2019. The final stakeholder debriefing was delivered in February 2019 via videoconference.

Limitations. The main limitations included the cancellation of some meetings with relevant national counterparts who were not available during the data collection mission, the lack of outcome evaluations during the evaluation period and time constraints for the collection of sufficient quantitative evidence and indicators to support some findings. This was countered by follow-up interviews (in person and through Skype) by one of the national evaluators in the country.

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[2]   The gender marker is a corporate tool introduced in 2009 to sensitize programme managers in advancing gender equality and women's empowerment by assigning ratings to projects during design to indicate the level of expected contribution to gender equality and women's empowerment. It can also be used to track relevant planned programme expenditures. Each project is assigned a score: 3=gender equality and/or women's empowerment are principal objectives of the project; 2=gender equality is a significant objective; 1=the project contributes to gender equality in a limited way; 0=the project is not expected to contribute to gender equality.

[3]   www.uneval.org/document/detail/21.

[4]   www.uneval.org.

1.3 Overview of the national development context

The Republic of Guatemala, located in Central America, has a population of 16.5 million people.[5] Half (51 percent) live in rural areas[6] and 70 percent are under 30 years of age.[7] Guatemala is a multi-cultural and multi-ethnic country; 40 percent of its population is considered indigenous,[8] and it has 24 linguistic groups and 3 major indigenous groups.

Improvements have been made in the country's legal and institutional frameworks since the Peace Accords of 1996, which ended 36 years of internal armed conflict between guerrilla forces and the military. Yet the country continues to face important challenges. The 2017 report of the Inter-American Commission on Human Rights noted that "structural problems persist such as the racial discrimination, social inequality, extreme poverty and exclusion, and lack of access to justice, which represent challenges for the full respect of human rights in Guatemala".[9]

Despite being a middle-income country and the biggest economy in Central America, the country still suffers from poverty and inequality. Over 59 percent of the population lives in poverty and 23 percent in extreme poverty.[10] More than 80 percent of indigenous people live under the poverty line, 47 percent of them in conditions of extreme multidimensional poverty.[11] In 2017, Guatemala's Human Development Index value was 0.650,[12] putting the country in the medium human development category and ranking it 127th out of 189 countries. The country has one of the highest inequality rates in Latin America and the world, with a 2016 Gini coefficient of 0.531.[13]

In recent years, Guatemala's economic growth has been slow and unstable. Since 2014, its gross domestic product has experienced a declining growth rate, from 4.2 percent in 2014 to 2.8 percent in 2017.[14] The Government collects the lowest share of public revenues in the world relative to the size of its economy (13 percent of its gross domestic product).[15] The main economic sectors are agriculture, manufacturing, and commerce and services, with agriculture employing 32 percent of the labour force.[16] Even with a low unemployment rate (3.1 percent in 2016),[17] 70 percent of the economically active population works in the informal sector.[18]

The country's economic growth has been insufficient to cover the needs of its growing population in terms of food, education, health and other basic needs. While progress was made towards achievement of the Millennium Development Goals,

5   Banco de Guatemala, Guatemala en Cifras 2017: http://www.banguat.gob.gt/Publica/guatemala_en_cifras_2017.pdf.
6   Ibid.
7   UNDP, Guatemala Country Programme Document 2015–2019.
8   National Statistics Institute, Government of Guatemala: Caracterización estadística Republica de Guatemala 2012 (available information to date).
9   OEA/Ser.L/V/II. Doc.208/17, 31 diciembre 2017.
10   Banco de Guatemala op. cit.
11   UN, Guatemala UNDAF 2015–2019.
12   UNDP, Human Development Report 2018 Statistical Update.
13   UNDP, Guatemala Human Development Report 2016.
14   Banco de Guatemala, Desempeño Macroeconómico reciente y Perspectivas, agosto 2018: https://www.banguat.gob.gt/Publica/conferencias/cbanguat669.pdf.
15   World Bank and CEPAL, Panorama fiscal de América Latina y el Caribe 2015; dilemas y espacios de políticas, March 2015.
16   National Statistics Institute, Government of Guatemala: Caracterización estadística República de Guatemala 2012.
17   Banco de Guatemala, Guatemala en Cifras 2017.
18   Secretaria de Planificación y Programación de la Presidencia (SEGEPLAN), Subsecretaria de Políticas Públicas, Primer Informe de Gobierno 2016-2017: http://www.segeplan.gob.gt/nportal/index.php/biblioteca-documental/category/108-informe-2016?download=584:primer-informe-de-gobierno-2016-2017.

it was not enough to meet them (62.5 percent of the Goals were very far from being fulfilled).[19] Guatemala has one of the lowest levels of education in Latin America and among countries with similar income. In 2013, government expenditures for education were only 2.8 percent of the gross domestic product,[20] compared to the world average of 14 percent.

Due to its location in the Pacific ring of fire, Guatemala is highly prone to natural disasters. Over 40 percent of the population is exposed to five or more threats simultaneously: droughts, floods, hurricanes, volcanoes and earthquakes. Guatemala ranked first in Latin America and fourth in the world in the 2016 World Risk Index, reflecting its high exposure to natural hazards and low assessed ability to adapt and respond to crises when they occur.[21] Recent efforts to improve policies and institutional frameworks for disaster risk reduction and climate change adaptation have not been enough to enhance capacities and ensure resilience (see Annex 2 for key country data).

The country is also facing increasing deterioration and loss of natural resources and biodiversity. This has been caused by the misuse and depletion of water resources, inadequate land management practices and intense land use in small-scale agriculture and the extractive industry sector, among other factors. In rural areas, small-scale farmers face difficulties in developing sustainable and competitive agriculture and value chains.

According to data from the Organisation for Economic Co-operation and Development, official development assistance in Guatemala has declined by half in the last decade, from $535 million received in 2008 to $265.45 million in 2016. The country's aid dependency, estimated through the World Bank's net official development assistance index (percent of central government expense) has also decreased, moving from 4.7 percent in 2012 to 3.3 percent in 2016.

1.4 The UNDP programme in Guatemala

UNDP's engagement with Guatemala dates back to 1998, with the signature of the Standard Basic Services Agreement between the Guatemalan Government and UNDP. Over the last four years, UNDP's strategy has been guided by the 2015–2019 Country Programme Document (CPD), which included three outcomes: (i) inclusive sustainable development; (ii) rule of law, peace and equal access to justice; and (iii) active and inclusive citizenship. This CPD is aligned with UNDP's Strategic Plan 2014–2017, the United Nations Development Assistance Framework (UNDAF) 2015–2019 for Guatemala and the National Development Plan (K'atun) 2015–2032.[22]

In its CPD, UNDP estimated that $100 million would be required to implement its five-year programme. From 2015 to early 2018, the budget increased to

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[19]   Gobierno de Guatemala: Informe final de cumplimientos de los Objetivos de Desarrollo del Milenio, Guatemala 2015.
[20]   UN data, Guatemala: http://data.un.org/CountryProfile.aspx/_Images/CountryProfile.aspx?crName=Guatemala.
[21]   Universidad de las Naciones Unidas, NY, Índice Mundial de Riesgo 2016, 2017.
[22]   The K'atun focuses on five main areas: (i) well-being; (ii) wealth for all; (iii) natural resources for today and the future; (iv) rural and urban Guatemala; and (v) a State ensuring human rights and development. It includes as cross-cutting issues population dynamics, land use planning focus, ethnic and gender equity, the international development agenda and disaster risk reduction.

$134.7 million and expenditures to $124.4 million, reaching a 92.3 percent execution rate. The CO successfully mobilized non-core resources from vertical trust funds and government cost-sharing,[23] with annual spending increasing over time from $36.7 million in 2015 to $47.7 million in 2017. However, project approvals dramatically decreased, from 14 projects in 2015 to 6 in 2016 and 4 in 2017. This could represent an issue in terms of programme continuity and sustainability. As of mid-2018, there were only six projects under outcome 8 with a duration beyond 2018, three under outcome 9, and none under outcome 10.

Major funding partners have been the municipality of Guatemala City[24] ($41 million), Sweden and the United States ($20 million each), the Global Environment Facility ($8 million) and the European Commission ($7.5 million). Core resources are minimal, representing 1 percent of the budget and 0.8 percent of expenditures. Bilateral/multilateral resources represent 56 percent of the budget and government resources 33 percent. In total, 75 percent of the projects (43 projects) were implemented through the direct implementation modality and the remaining 25 percent (14 projects) through the national implementation modality. Figure 1 presents the budget and execution rates by outcome area. More detailed information on the country programme is available in Annex 3.

FIGURE 1. Programme budget and expenditure 2015–2017, by year and outcome area
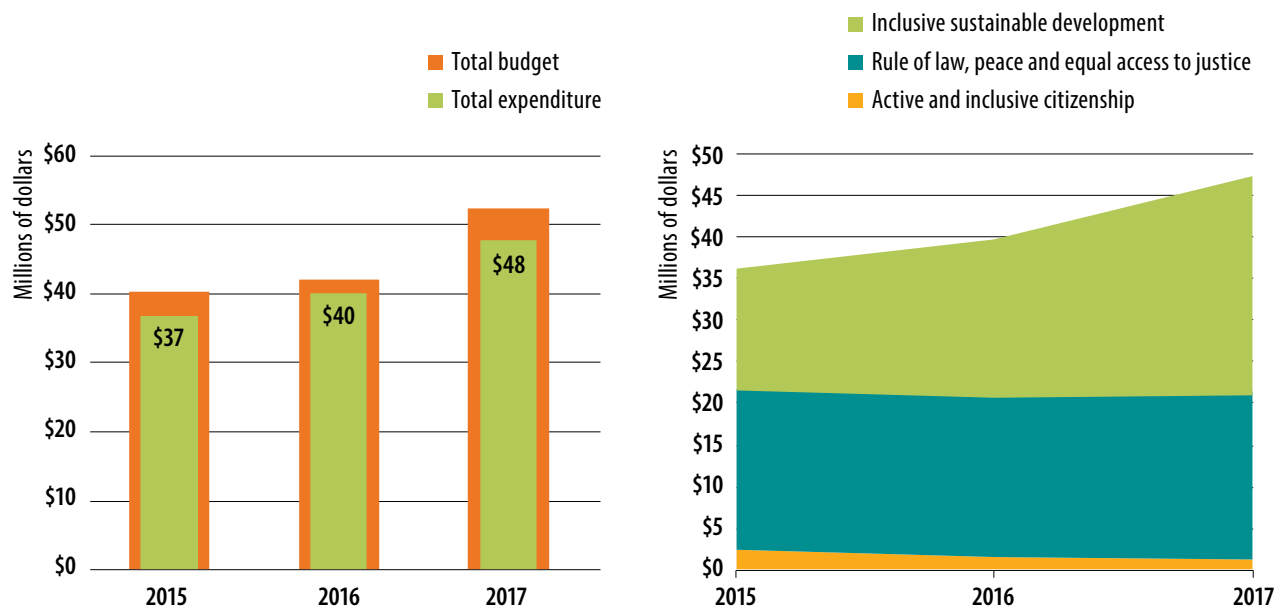
Source: Atlas

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[23] Guatemalan law does not allow international cooperation agencies to manage central government funds. The funds from government cost-sharing are from the local government, the Guatemala City municipality. The UNDP agreement with the municipality was in place before the law became effective.

[24] Since Guatemalan law does not allow implementation of central government resources by international organizations, UNDP is only implementing resources from the Guatemala City municipality.

CHAPTER 2

FINDINGS

2.1 Inclusive, sustainable development

Primary outcome: The system of rural and urban development councils and related government institutions jointly elaborate policies and investments to promote the protection and responsible use of natural resources and community resilience to respond to environmental challenges.

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

Output 1: Public institutions introduce and apply the participatory planning method, incorporating integral rural development, risk management, land planning and environmental management, with a focus on sustainability.

Output 2: Environmental institutions improve their capacities to apply the legal and policy framework relevant to climate change, sustainable energy, biodiversity and environmental degradation.

Output 3: Groups of producers vulnerable to climate change introduce adaptation measures in order to achieve resilient production systems.

Output 4: Women, young people and indigenous people are integrated into the formal labour market.

Output 5: People living with HIV/AIDS have access to an improved legal framework to exercise their human rights.

Output 6: People living in poverty and extreme poverty improve their livelihoods thanks to social protection programmes.

In its National Development Plan (K'atun 2032) the Guatemalan Government set several priorities, including social protection and poverty reduction; stopping HIV transmission; creation of decent employment opportunities; climate change mitigation and adaptation; biodiversity and forest conservation; sustainable water management; and renewable energy and land planning.

Aligned to these national priorities, one of the five UNDAF areas focused on sustainable and inclusive development. Within this area, UNDP identified two priorities — sustainable natural resources management (primary outcome) and integrated rural development (secondary outcome) — implemented mostly through joint programmes. Several other UN entities were also expected to contribute to this objective, including the International Fund for Agricultural Development, World Bank, United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), Food and Agriculture Organization of the United Nations (FAO), World Food Programme and United Nations High Commissioner for Human Rights (OHCHR). Four target groups were identified for this outcome: indigenous peoples, women, rural families and producers, and young people living in marginal urban areas.[25]

The outcome on inclusive sustainable development envisaged resources of $65.7 million from 16 bilateral donors, the Guatemala City municipality and vertical/global funds. Between 2015 and mid-2018, 27 projects were implemented, with $60.3 million in expenditures, reaching a 91.7 percent execution rate. Over two thirds of the outcome expenditures corresponded to two projects funded by the Guatemala City municipality. Based on the gender marker, most interventions under this outcome were to contribute to gender equality in a limited way (GEN1, 13 interventions) or had

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[25]   For the MUNIJOVEN Project implemented by the Guatemala City Municipality.

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gender equality as a significant objective (GEN2, 10 interventions). Only four interventions were not expected to contribute to gender equality (GEN0).

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FIGURE 2. Inclusive sustainable development: Budget and expenditure
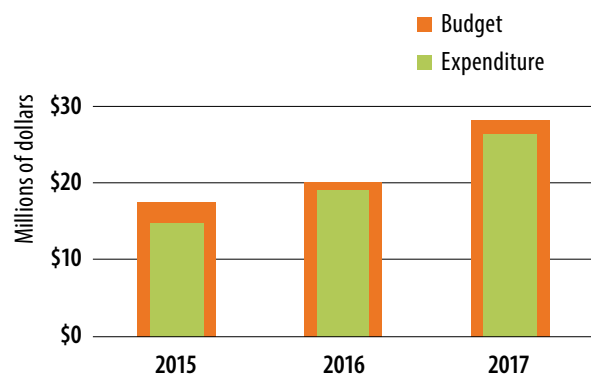
Finding 1. UNDP interventions in inclusive sustainable development were aligned with national priorities and addressed the needs of the most vulnerable population. The programme design and the theory of change, however, were not fully consistent or comprehensive, limiting effectiveness and sustainability of results.

During CPD preparation, the CO developed two results-based management tools for this outcome: a problem tree addressing the challenges of "a vulnerable country with low resilience capacity"; and a theory of change for "a more resilient and equal society". To facilitate the analysis, the evaluation team expanded the problem tree to identify a broader spectrum of issues that needed to be addressed to achieve the CPD goal of "a more resilient, inclusive and equitable country engaged in social peace".

The expanded problem tree (see Annex 5) revealed that interventions under this outcome focused on two change processes: (i) strengthening State institutions (sectoral and municipal governments and rural development councils) and farmer organizations to reduce the social and environmental vulnerability of the population, and (ii) improving the livelihoods of vulnerable groups. The first focused on helping local governments develop capacities for disaster risk management and reduction, climate change adaptation, land use planning and biodiversity conservation. Also envisaged was promotion of social practices and resilient production models that integrate the sustainable management of natural resources.

This analysis showed that, in addition to their alignment with several of the new national development priorities,[26] interventions are addressing 8 of the 20 issues identified as critical to achievement of the CPD goal. Of those that have not been addressed or were addressed in a limited way, the following fall within UNDP's mandate and areas of work: limited access of rural producers to basic assets and services; poor decision-making power of women in families and communities; and integration of indigenous peoples' knowledge into local development processes (related to cultural adequacy). Not paying sufficient attention to the cultural adequacy of the interventions can significantly decrease the sustainability of results, as indigenous communities do not always view the planned development objectives as reflecting their own cosmovision[27] and culture.

Some of the implemented interventions that contribute to the secondary outcome were not captured in the theory of change and results framework. These include (i) the development of productive initiatives (livestock, forests, rural tourism and coffee and honey value chains);[28] and (ii) improving the

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[26]   In 2018, in the process to align the K'atun 2032 with the SDGs, the Government identified 10 national development priorities and 16 Strategic Development Goals. Among these are social protection and poverty reduction, access to water and natural resources management, food security and nutrition, and the economic value of natural resources and land use planning, all directly linked to the work under this outcome.

[27]   The cosmovision is the indigenous people's world view based on the relationship between human beings and nature.

family environment (houses), implemented as a major component of the Cuilco programme, undertaken jointly with FAO and WHO/PAHO. Conversely, other projects did not seem to be consistent with the objective on sustainable and competitive economic development of rural poor people. This is the case of the HIV and AIDS projects focused on improving the legal framework (output 5).

Similarly, the technical support provided to the Social Development Ministry (MIDES), while relevant for its creation and institutional strengthening, has only contributed indirectly to the planned outcome and expected output of improved livelihoods through social protection programmes, particularly cash transfers (output 6). At the same time, there were limited interventions aimed at integrating women and indigenous peoples into the formal labour market, as was initially envisaged in the CPD (output 4).

Instead, priority was given to the development of agricultural and non-agricultural entrepreneurial initiatives, such as small and medium size enterprises producing wood-saving stoves and artisanal chocolate. The only exception has been the Youth Municipal Policies (MUNIJOVEN) Project with the Guatemala City municipality. It has developed the technical capacities of young people (aged 14–24) living in violent neighbourhoods and is now supporting their integration into the labour market (i.e. in call centres), through public-private partnerships within the framework of the National Youth Policy. To date, the MUNIJOVEN project has reported linking 1,596 women and 1,305 men with the formal labour market. In this case, UNDP's main contribution has been provision of management services.

The two projects implemented with the Guatemala City municipality, which represent two thirds of outcome expenditures, also have a tenuous link to the CPD goal. For both projects, UNDP has provided support services for the management of public funds. In the case of the Metropolitan Development Programme, a large-scale urban infrastructure project that started in 2004, UNDP made efforts to direct some resources towards integrating environmental and land management considerations, as highlighted by the 2009 ADR. For the $8 million MUNIJOVEN project, UNDP has provided financial management support since 2010. As national legislation does not allow international agencies to manage central government funds, this government cost-sharing approach with the municipalities could potentially be a model to be replicated, if compliant with the National Procurement and Budget Law.

Finding 2. UNDP contributed to enhancing sectoral and municipal capacities to better integrate and apply public policy instruments in the framework of the land use planning and management approach. Good sectoral and intersectoral coordination practices were also facilitated, as part of the urban and rural development councils. Important sustainability challenges persist, mainly due to structural weaknesses in the public sector and limited financial resources.

UNDP has provided specialized technical assistance to the Government for better compliance and implementation of legal and political frameworks aimed at improving the sustainable use of natural resources, biodiversity conservation, climate change adaptation and reduction of environmental degradation. Among the legal and political frameworks are the K'atun 2032 National Development Plan, SDGs, National Comprehensive Rural Development Policy, Municipal Strengthening Policy, Urban and Rural Development Council System[29] Law, General Decentralization Law, National Recovery Framework and several environmental laws.

Technical support was provided to sectoral institutions such as the Ministry of Environment and Natural Resources (MARN), National Coordination

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[28]   Through the Climate Change Resilient Productive Landscapes Project and Sustainable Forest Management Fullsize projects.
[29]   Also known as the Systems of Development Councils, this is the mechanism at the national, regional, departmental, municipal and local levels responsible for organizing and coordinating the public administration and implementing public policies.

for Disaster Reduction, Presidential Secretariat for Planning and Programming (SEGEPLAN), National Council for Protected Areas (CONAP), MIDES, National Forestry Institute, Presidential Executive Coordination Secretariat (SCEP), Municipal Development Institute, Ministry of Agriculture and more than 50 municipal governments.

The enhancement of Guatemala's environmental policy framework, through the work carried out with MARN as the governing body for the country's environmental policy, has been one of UNDP's key contributions in the environmental arena. In previous years, UNDP supported development of the Climate Change Policy and the National Biodiversity Strategy and its 2012–2020 Action Plan. Between 2013 and 2016, a project funded by the Global Environment Facility (GEF) supported the alignment of the National Biodiversity Strategy with other institutional and policy frameworks. Technical assistance was also provided for preparation of the Second National Communication on Climate Change,[30] a report that monitors Guatemala's national greenhouse gas inventory in accordance with the country's commitment to the United Nations Framework Convention on Climate Change.

Through its rural development projects,[31] UNDP has strengthened the capacities of municipal governments and sectoral institutions in local development planning and management, based on the territories' specific conditions, risks and opportunities. A stand-out initiative at the central level is UNDP's capacity development support aimed at enhancing SEGEPLAN's capacities for integrating the land use planning approach. Two main contributions were made in this regard: strengthening the Sub-Secretariat for Planning and Land Management; and support to regional authorities, through trainings, methodological guides

and logistical support, to guide municipalities in the process to incorporate the land use planning approach in their development plans.

As part of this process, UNDP field projects strengthened the capacities of at least 52 municipal governments in formulating their new Local Development and Land Management Plans. The joint UNDP-United Nations Environment Programme Poverty-Environment Initiative–Phase II supported these efforts in 17 municipalities in the southeast of the country; the Sustainable Forest Management Project in 14 municipalities in Jalapa, Santa Rosa and Huehuetenango (with municipal development plans, land management plans, municipal management plans and annual operational plans); and the Resilient Productive Landscapes Project in 12 municipalities of Sololá and Suchitepéquez (with strategic institutional plans, municipal development plans and land management plans).

Similarly, the Ixil and Cuilco joint programmes carried out the same work in the eight municipalities served (five in San Marcos and three in Quiché, with municipal development plans and annual operational plans). Furthermore, UNDP fostered participation of communities and civil society organizations (CSOs) in institutional decision-making mechanisms under the community development councils (CODODEs) and municipal development councils (COMUDEs).

Local capacities were also developed in climate change adaptation and disaster risk reduction. UNDP's interventions focused on setting up and training the municipal units for environmental management and risks in 13 municipalities of the San Marcos and Quiché regions. A guide for integrating these aspects into local development plans was also

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[30] GEF intervention of $71,580 implemented between 2005 and 2015.
[31] Projects that contributed to this process include: joint programme in Cuilco (San Marcos) and in Ixil (Quiché), Resilient Landscapes (Sololá and Suchitepéquez), Sustainable Forest Management (Jalapa, Santa Rosa and Jutiapa), and Human Security (San Luis Jilotepeque, Jalapa).

developed. At the time of the evaluation, several municipalities were revising their local development plans to better reflect these approaches.

UNDP also promoted use of the National Recovery Framework to help public institutions and municipal governments assess the damage, losses and recovery needs of communities affected by the 2014 and 2017 earthquakes in the department of San Marcos. Technical support was provided for the establishment and functioning of the National Dialogue Board on Risk Reduction Management, led by the Coordination Secretariat of the National Coordination for Disaster Reduction. Similar support was provided for the application of the Index for Risk Management,[32] a tool used to generate a risk index and measure disaster risk at the local level.

Important and valued contributions were also made to improve sectoral and intersectoral coordination in the San Marcos region. Through its joint programmes with other UN agencies, UNDP provided financial resources and logistical support to improve the functioning of two coordination mechanisms in the Departmental Council for Urban and Rural Development (CODEDE). The first is the Environment Commission, led by MARN, which has improved its coordination and joint work. The second mechanism, under SEGEPLAN's leadership, is the departmental technical unit, composed of all public institutions responsible for development-related matters at the departmental level. This support, which was highly valued by government staff in the region, has been crucial to ensuring that participating institutions meet their obligations in a comprehensive and coordinated manner. Although sustainability is low due to high staff turnover and shortage of resources, both are good models of sectoral and intersectoral coordination mechanisms at the departmental level that could be expanded in other regions.

While highly relevant, the results achieved with Government institutions are not fully sustainable, as the mechanisms created often disappear once the projects end, due mostly to changing priorities and high staff turnover. This was observed in the case of the 2015–2016 Human Security project in Jalapa. None of the technical units or commissions created and strengthened through UNDP's support were functioning at the time of the evaluation team visit, as they were not considered a priority by the new municipal government.

Although some institutions, such as SEGEPLAN, have expressed their commitment to maintaining these mechanisms, sustaining them will be challenging, given the limited financial resources and lack of capacity in the public service. In this sense, UNDP's support has provided immediate but temporary solutions for the implementation of public policies in the territory; it has not managed to solve the structural issues that hinder sustainable local development. To tackle these issues would require political will and a concerted effort from the Government, development partners and civil society actors.

Finding 3. UNDP provided substantive support to the Government of Guatemala in implementing the SDGs. The emphasis has been on integrating them into local development plans through the land use planning approach. There are opportunities to maximize the use of South-South cooperation to increase UNDP's value addition in support of the SDGs.

In 2016, the Government of Guatemala started to integrate the SDGs into its national development plan, creating a specific commission, SEGEPLAN, for this purpose. UNDP has been a key player in this process, supporting SEGEPLAN in translating the 105 nationally prioritized goals into the municipal development plans and land management

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[32] Also supported by UNICEF, World Food Programme and OCHA: https://reliefweb.int/report/guatemala/guatemala-presenta-ndice-para-la-gesti-n-del-riesgo-inform.

plans. As mentioned before, UNDP is supporting the integration of the territorial planning approach, including the SDGs, in 52 municipalities.

UNDP has also supported SEGEPLAN in designing and implementing the Technical Guide for Preparing Land Use Plans[33] by the municipalities, to align these local strategic instruments with the K'atun 2032 and the SDGs. Based on the experience of the municipalities supported by UNDP, SEGEPLAN plans to expand this process to 90 of the country's 340 municipalities.

In addition, support is envisaged for development of Guatemala's upcoming Voluntary National Review on SDG implementation in 2019, and for strengthening statistical data and monitoring systems for SDG reporting. This will take place though the inter-agency technical group on statistics led by the United Nations Population Fund (UNFPA) and the SDG Task Force led by UNDP. South-South cooperation presents an opportunity in this regard, as a modality to bring other regional or international experiences on SDG implementation to the country to aid implementation of the ambitious SDG roadmap.

Finding 4. UNDP interventions have improved national capacities to protect and sustainably use natural resources and biodiversity, through provision of trainings, scientific studies and equipment. Additional support is required to ensure these efforts lead to environmental and social benefits.

Through the 2013–2018 Sustainable Forest Management Project and the 2014–2019 Biodiversity in Coastal and Marine Protected Areas Project (Marine Coastal),[34] both GEF projects, UNDP is contributing to the recovery, sustainable management and conservation of natural systems and biodiversity in five departments (Jalapa, Jutiapa,

Santa Rosa, Huehuetenango, Escuintla). This also involves the participation of relevant sectoral institutions (MARN, National Forestry Institute, CONAP) and local governments.

During the field visits, the evaluation team observed the effective recovery of forest cover thanks to the application of forestry incentive mechanisms established in the Forestry Incentives Programme and Forestry Law.[35] UNDP supported the development of the Probosques law through a baseline study on the payment for environmental services compensation mechanism and provided financial support for its dissemination at national level in 2015. In the Huehuetenango region, scientific studies and instruments were jointly developed with the FUNDAECO Association, Universidad del Valle and CONAP to recover and conserve the diverse flora and fauna in the Cuchumatanes mountain range. Both projects also equipped 15 municipal forest offices in Jalapa, Santa Rosa and Jutiapa with office furniture, computer equipment, forest measurement equipment (tape measures, clinometers, GPS systems) and equipment to fight forest fires.

Similarly, through the Marine Coastal project, 10 technical studies were conducted with the support of specialized academic centres such as Defensores de la Naturaleza and Rainforest Alliance. The studies assess the level of deterioration of marine and coastal resources, particularly mangroves, and the effects of climate change on five protected areas (Las Lisas, Hawaii, Monterrico, Sipacate-Naranjo and Manchón-Guamuchal).

The Marine Coastal project was viewed by many of the interviewees as the biggest initiative taken in Guatemala in the last 40 years to recover and protect the highly degraded biodiversity on the Pacific coast. The studies it supported are expected to provide evidence to underpin efforts

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33   https://www.undp.org/content/dam/guatemala/docs/publications/undp_gt-Guia-PDM-OT_junio_2018.pdf
34   Between 2015 and 2017, this represented $3 million from the Sustainable Forest Management Project and $3.5 million from the Marine Coastal Project.
35   http://186.151.231.170/inab/images/descargas/legislacion/LEY%20PROBOSQUE.pdf

to strengthen management of five protected areas. However, important challenges remain that affect the continuity and sustainability of these efforts. These include (i) high expectations generated in communities about potential economic and environmental benefits; (ii) weak sectoral coordination between the main institutions and municipal governments; (iii) the need to advocate with the Congress for approval of new reforms or regulations; and (iv) ensuring adequate financing to implement the recommendations proposed by the technical studies.

Finding 5. Through the development of productive value chains, UNDP has fostered economic opportunities for rural poor families in the eastern region, central highlands and northern highlands. Some of these initiatives, still in their initial phase, remain geographically isolated without a sustainability and scaling up strategy.

Through its environmental portfolio, UNDP has also supported the development of income-generating initiatives with communities. The 2015–2019 Productive Landscapes Project, which amounted to almost $5 million in expenditures, worked on value chain development for four local products (maxan leaves,[36] sweet peas, honey and cocoa) in 12 municipalities of Sololá and Suchitepéquez. Positive results, mostly benefiting indigenous people living in poverty, included a productivity increase of up to 200 percent in some cases and greater access to local and national markets. In the cocoa value chain, UNDP donated equipment and trained four groups of women in producing artisanal chocolate, a new income-generating activity for them.

The Sustainable Forest Management project, through the FUNDAECO Association and Universidad del Valle, has identified two productive initiatives with high potential for environmental and economic sustainability in communities in the Cuchumatanes mountain range, in Huehuetenango. These include ecotourism and sheep farming in

sheepfolds to reduce the harmful impact of this traditional activity on forests. The initiatives are in the formulation phase with participation by local organizations.

In partnership with the exporters' association, AGEXPORT, and Fundación Solar, this same project is supporting three pilot experiences aimed at creating a competitive business model that is consistent with the protection and sustainable use of biodiversity in Jalapa and Jutiapa. These include (i) support for 30 cattle farms using silvopastoral systems; (ii) organization of 300 coffee producers into a value chain; and (iii) eight demonstration centres producing energy-efficient and safe stoves, helping improve the health of women and families while reducing firewood consumption.

All these initiatives, which aim to reduce poverty through income generation, have the potential to become competitive, eco-friendly business models that supply products to national and international markets. To complete the modeling, it is necessary to ensure their economic viability (meaning the beneficiaries can continue them once project support ends) and then replicate and scale them up in other areas of the country. Although there is no evidence of this type of analysis, MARN has proposed replicating the model in the project Promoting Sustainable and Resilient Landscapes in the Central Volcanic Chain of Guatemala, which will be executed in 31 municipalities with support from the German development bank KfW.

Finding 6. Despite efforts by UNDP staff to integrate a human rights approach into the interventions, there is still need to better incorporate indigenous people's culture and knowledge in project design and implementation.

The design of all interventions under this outcome has reflected a human rights approach. Emphasis has been given to strengthening participants' skills and knowledge as right-holders and

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[36]   Leaf from a tropical plant in Guatemala used to wrap and cook food.

enhancing the capacities of institutions as duty-bearers to fulfil their mandate. Moreover, UNDP staff encouraged the participation of indigenous people in projects, particularly in the rural development joint programmes.

In San Marcos, UNDP partnered with the Ajchmol indigenous association to oversee the participatory planning processes, including the elaboration of 40 'life plans' that integrate spiritual elements of the indigenous cosmovision with the well-being of indigenous peoples. Through the Ixil joint programme, a $1.28 million project that links transitional justice with rural development, UNDP is supporting three indigenous mayors' offices in formulating strategic plans, fostering their participation in the COMUDE of their respective municipalities. This project is also supporting victims of the armed conflict by establishing and strengthening women's organizations in 10 communities for income-generation activities and by linking victims' committees with COCODEs and COMUDEs. This increases their opportunities to express their demands and needs.

Despite these efforts, integration of human rights approaches into the programme still needs strengthening, particularly issues related to specific rights, culture and knowledge of indigenous peoples in some regions. For instance, in the departments of Santa Rosa, Jutiapa and Jalapa, which are politically and socially important due to their demographic weight, the participation of the Xinka and Poq'man organizations in the Sustainable Forest Management and Marine Coastal projects could be promoted. Specifically, in the municipalities of Santa María Xalapán and San Carlos Alzatate (Jalapa), Yupiltepeque (Jutiapa) and Chiquimulilla (Santa Rosa), it would be pertinent to assess and integrate governance structures and Xinka knowledge in the sustainable management of the forest and marine-coastal biodiversity. It is important to reinforce UNDP staff awareness about indigenous cosmovision and needs, as well as their capacities to systematically integrate these aspects into all field projects.

2.2 Rule of law and peace

Primary outcome: Access to justice: Justice institutions increase their efficiency and effectiveness in case resolution, within inclusion and equity levels.

Secondary outcome I: Citizen security: Public security institutions adopt a civilian-focused, preventive, democratic and human rights-based approach to citizen security.

Secondary outcome II: Transitional justice: The State implements integrated transitional justice mechanisms for victims of the internal armed conflict, in coordination with civil society and in accordance with international human rights standards

Output 1: Public security institutions, in coordination with local authorities and civil society, have improved capacities to develop inclusive and evidence-based citizen security policies to reduce violence.

Output 2: Justice institutions have improved capacities to provide integrated assistance to victims, perform criminal investigations and administer justice, particularly for women, to help reduce impunity levels.

Output 3: Victims of the internal armed conflict exercise their rights with respect to transitional justice and improve their livelihoods.

Guatemala continues to face important challenges in its fight against corruption. The 2017 Corruption Perception Index published by Transparency International identified Guatemala as the fourth most corrupt country in Latin America.

In recent years, substantive institutional reforms have been promoted in the justice and rule of law sector in Guatemala to fight corruption, with a strong focus on human rights and gender. The establishment of the International Commission against Impunity in Guatemala (CICIG) in 2006 has been a key factor, leading to significant progress in the fight against organized crime and corruption. Following a request from the Government in the framework of the 2015–2019 CPD, UNDP has been providing logistical and administrative support for CICIG's effective functioning in the implementation of its mandate.

In its UNDAF, the UN country team called for contributing to a safe and violence-free society, and UNDP identified three priority areas to achieve the goal of "rule of law and peace". UNDP's programme focused on (i) increasing the efficiency and effectiveness of justice institutions (primary outcome), (ii) adopting a preventive approach to human rights and democratic approach by security institutions (secondary outcome) and (iii) establishing transitional justice mechanisms (secondary outcome). UNDP worked closely with three groups of stakeholders: (i) public security institutions such as the Ministry of Interior and the National Civilian Police (PNC), (ii) justice institutions such as the Public Prosecutor's Office and the Supreme Court of Justice, and (iii) CSOs representing social conflict victims.

The rule of law, peace and access to justice portfolio is the second biggest, with 21 projects and $59 million in expenditures between 2015 and mid-2018. Overall resources planned for this outcome were $63.2 million, and the execution rate was 93.2 percent. Of the total expenditure, $42 million corresponded to the CICIG project. The rest of the projects were mainly financed by the Peacebuilding Fund (PBF), a fund managed by the UN to support peacebuilding initiatives in countries emerging from conflicts.

Of the 21 projects, 12 had gender equality as a significant objective (GEN2, 12 interventions), 5 were expected to contribute to gender equality in a limited way (GEN1), and 3 had gender equality as the main objective (GEN3). Only the CICIG project was not expected to contribute to gender equality (GEN0).

FIGURE 3. Rule of law, peace and justice: Budget and expenditures per year
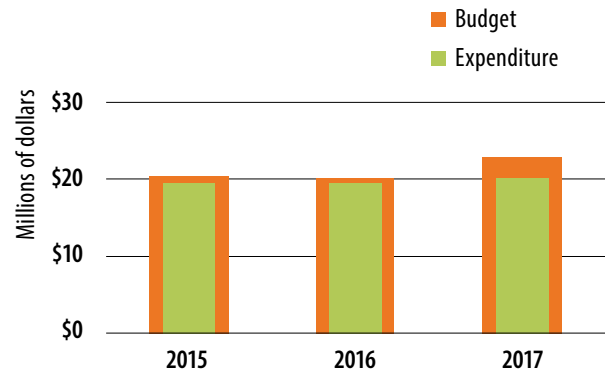
Finding 7. UNDP interventions under the rule of law and peace outcome had a strong focus on reducing violence, insecurity and impunity. A broader approach integrating social dialogue efforts promoted by other outcome interventions could have enriched UNDP contributions for reconciliation and peace.

During design of the CPD, the CO developed a problem tree for this outcome, identifying only issues related to security and justice as factors limiting the rule of law and peace in the country. To address these issues, UNDP identified three lines of action (CPD outputs) focused on security, judicial institutions and transitional justice. Interventions were designed to strengthen justice institutions, reduce impunity, improve security and suppress crime.

In this analysis, little emphasis was given to social tensions or the use of mediation and dialogue to tackle the structural problems that hamper the construction of peace in Guatemalan society. This aspect was addressed to a certain extent under the

'active and inclusive citizenship' outcome, but it did not receive sufficient attention and focus and did not have a clear and holistic approach.

Promoting dialogue between the State and civil society is essential for achieving peace and avoiding the escalation of conflict. However, there was no clear strategy for promoting social peace, despite UNDP's collaboration with institutions working on peacebuilding, such as the Peace Secretariat (SEPAZ), National Reparations Programme (PNR), Ministry of Education, Ministry of Culture and Sports, Presidential Human Rights Commission and Presidential Commission for Dialogue, and NGOs such as the Forensic Anthropology Foundation of Guatemala.

For instance, 9 of the 11 PBF projects implemented by UNDP focused on helping authorities fight crime, reduce impunity and improve security, with particular attention to reducing gender violence. While some actions have been taken to promote a culture of peace (explained further below), insufficient emphasis was given to preventing social tensions and supporting conflict-resolution mechanisms for national dialogue. The programmatic cohesion of the PBF projects needs strengthening, as does the cohesion between interventions focused on the rule of law and the promotion of social dialogue (under the third CPD outcome).

There were, however, three interventions that targeted the promotion of a culture of social peace. The first involved the Transitional Justice Programme, known as PAJUST, and support for the National Strategy on Civic Education (discussed under finding 11). The second is the Insider Mediation Project (presented under finding 15) and the third is the work of the PBF project Transforming Relationships for Peace, aimed at strengthening the institutions responsible for promoting dialogue for conflict resolution such as the Presidential Dialogue Commission.

Finding 8. UNDP support to public security institutions led to strengthened internal capacities on data collection and validation of criminal evidence. The analysis of such information and coordination between local authorities and civil society has been insufficient to develop inclusive citizen security policies to reduce violence.

UNDP's work with the public security institutions, through multiple projects, has resulted in two main improvements. The first is the automation of the PNC's systems, which has increased access to crime data, and the second is the improvement in the quality of statistical data.

With UNDP's financial support, the PNC, under the Ministry of Interior, recruited several engineers to develop automated systems to increase access to crime data. These systems included (i) a mobile identification system (including provision of desktop and tablet computers) to help police patrols in the capital identify perpetrators of violence against women; (ii) an updated IT and data security system in the Ministry of Interior, which was linked with the Ministries of Defense and Foreign Affairs; and (iii) software and hardware to fight cybercrimes. However, the use of the mobile identification systems has been discontinued due to unreliable Internet connectivity.

The quality of statistical data has also been improved by strengthening the capacities to generate and validate such information, and by enhancing inter-institutional coordination for data collection. UNDP provided equipment and training to the statistics section of the PNC for data collection. Crime and security indicators,[37] which are collected by the PNC, Public Prosecutor's Office, National Institute of Forensic Sciences and UNDP's INFOSEGURA[38] regional project, are now checked and validated by the Inter-Institutional Security and Justice Bureau, established by the Ministry of Interior.

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[37] E.g. criminal incidence, registered events, complaints of violence against women, homicides, femicides, sexual crimes, crimes against property, disappearances, injury crimes, perception of citizen security.

[38] A UNDP RBLAC project financed by the US Agency for International Development since 2014 to work all along the chain of information management (information collection, analysis, use and dissemination) to strengthen evidence-based public policymaking: https://www.infosegura.org/.

Additional inter-institutional agreements have been reached to share data among the National Registry of Persons, Tax Administration and Guatemalan Migration Institute. Coordination has also been improved with the Health and Education Ministries, the judicial branch and the penitentiary system to improve access to data on finance, transit, property registration, weapons registry and telephony.

This collaboration has enabled the National Statistical Institute and INFOSEGURA to gather current data, disaggregated by sex and age, which are used to publish regular statistical compendiums. So far, two compendiums have been issued with UNDP's financial support: one by the National Statistical Institute with PNC data on citizen security, validated through 2016, and the 2017 Statistical Compendium by INFOSEGURA, with information from the Public Prosecutor's Office.[39]

Although security information has been compiled and validated, more efforts are needed to ensure the data are adequately analysed, harmonized and used to develop inclusive citizen security policies. The statistical data from the PNC and the National Institute of Forensic Sciences (INACIF) still differ, though progress was made in 2017 in standardizing the number of deaths.

Two important challenges remain: (i) Expanding sources of information beyond the PNC and the Public Prosecutor's Office to other institutions in the justice sector; and (ii) analysing the information to understand changes and trends in indicators (e.g. homicide) to aid formulation of evidence-based public policies.

Finding 9. UNDP contributions were key in enhancing the normative framework of the Public Prosecutor's Office and its criminal investigation work. More capacity development support is needed to strengthen the efficiency of the justice system.

In recent years, the Public Prosecutor's Office has received support from several UN agencies, including UNDP, UNICEF, UN-Women, UNFPA and OHCHR, along with the United States Agency for International Development and other donors. Strengthening the Office has been a key contribution under this outcome area. One of the main results has been improvement of the institution's regulatory framework and investigative analysis capacity through trainings and technical assistance to establish management tools and data collection systems.

UNDP supported the development of institutional plans and criminal investigation policies and mechanisms. These instruments led to improvements in presenting and successfully litigating some cases. The Office began moving away from a limited focus on collecting evidence to conducting more comprehensive crime scene analyses. This represents a turning point in the work of the Public Prosecutor's Office, as criminal investigation is now a well-recognized area of its work. Table 1 summarizes the instruments developed with UNDP's support to improve the Office's criminal investigation capacity and attention to victims.

In addition, the establishment of several specialized offices within the Public Prosecutor's Office, with the support of UN agencies and donors, has improved criminal investigations and the administration of justice. Among the new offices are the Women's Secretariat, Special Prosecutor's Office for Internal Armed Conflict cases, Special Prosecutor's Office for Children and Adolescents, Office of Permanent Attention (providing emergency assistance to direct and collateral victims of crime),[40] Femicide Office, Witness Protection Office, Indigenous Peoples' Secretariat, Special Prosecutor's Office against Impunity, Prosecutor's Office for Organized Crime and Human Trafficking, Criminal Investigations Office and Criminal Analysis Directorate, among others.

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39   https://www.infosegura.org/perfiles/guatemala/.
40   This office facilitates access to psychological, medical, social and legal assistance services through a referral network.

TABLE 1. Instruments developed to strengthen the Public Prosecutor's Office

Institutional plans	• Revision of the Public Prosecutor Law,[41] which should help institutionalize a career system for prosecutors; • Strategic Plan 2015–2019,[42] which increases the office's stability since it covers a period beyond the current electoral cycle; • National Agreement on Security and Justice, addressing prevention and prosecution of crime, justice and reintegration; • Democratic Criminal Policy and Democratic Criminal Prosecution Policy,[43] which establishes a framework for the work of the Office, and a methodology for its dissemination; • Review of the fiscal management system, aiming to end fiscal delinquency and measure the performance of prosecutors.
Protocols	• Follow-up protocol for cases of sexual harassment and violence, led by the Specialized Prosecutor's Office for Women's Affairs (not yet approved); • Protocols for criminal prosecution, such as the comprehensive care model for victims of sexual violence and a criminal investigation manual.

Through its support UNDP effectively enhanced the capacities of the Public Prosecutor's Office to combat impunity. The Criminal Investigations Office, which allows a stronger presence of the Public Prosecutor's Office in criminal investigations, and the Criminal Analysis Directorate, created in 2014[44] to analyse criminal phenomena and structures, have been strengthened through training on criminal investigation and provision of additional staff and equipment for analysing crime scenes.[45] This has improved criminal investigations, increased the number of processes using specialized research and analysis reports, added more specialized prosecutors and enhanced identification of organized criminal gangs. Constraints such as insufficient computer equipment, software licenses and trainings persist, limiting the efficiency of investigative work, particularly outside the capital.

According to several interviewed government partners, the improved efficiency of the Public Prosecutor's Office and Ministry of Interior in criminal prosecution has somewhat overburdened the judicial and penitentiary system, as all cases tend to be classified as criminal investigations. INACIF is also challenged by the greater demand for ballistics analysis, despite the support provided by UNDP to increase its personnel.

A more balanced approach, reinforcing the other justice institutions (PNC, INACIF and the judiciary) is therefore needed to ensure these entities have the capacities to meet the increasing demands on them. Alternative conflict resolution procedures, for instance, could be promoted to improve the efficiency of the judicial mediation system, using out-of-court arrangements. At the same

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41   http://www.acnur.org/fileadmin/Documentos/BDL/2016/10460.pdf.
42   https://www.mp.gob.gt/noticias/wp-content/uploads/2015/04/Plan-Estrategico-del-Ministerio-Publico-de-Guatemala-2015-2019.pdf.
43   https://drive.google.com/file/d/1Y-5dDDYVBhm8NzkIsqGx3SiKNFXwYWqJ/view.
44   Its objective is to manage and analyse the information needed to understand the evolution of various criminal phenomena through the recognition and identification of social regularities; and, based on such analysis, plan criminal prosecution strategies to efficiently respond to these phenomena.
45   Network equipment, printers, Criminal Analysis Directorate systems, geo-referenced case software, among others.

time, execution of funds and implementation of projects is hampered by the country's complex administrative laws and a perceived fear of making administrative errors that could result in an investigation by the Public Prosecutor's Office, with support from CICIG.

Finding 10. UNDP contributions helped strengthen the capacities of justice institutions, mainly the Public Prosecutor's Office, to assist the victims of sexual abuse and violence (particularly women) and to administer justice. However, this has not led to a reduction in impunity levels, due to persistent weaknesses in the justice system.

In addition to the support provided to increase the role of the Public Prosecutor's Office in criminal investigations, UNDP also focused on helping justice institutions improve their assistance to victims, particularly women, and to administer justice.

Several PBF projects have strengthened the capacities of the Public Prosecutor's Office in using the Comprehensive Assistance Model for Victims of Sexual and Gender-based Violence. This model, which aims to improve the prosecution of gender-based violence cases, consists of a set of administrative procedures to assist victims. In this sense, the Special Prosecutor's Office for Women's Affairs was reorganized to create a 'one stop counter' for victims of sexual violence. It uses a comprehensive protocol and a basic care roadmap, offering more immediate attention to the victims of abuse and sexual violence and helping to avoid re-victimization from insensitive prosecutorial processes.

Other components of the Comprehensive Assistance Model were also supported through partnerships with other UN agencies. UNDP collaborated with UN-Women to offer protection, legal and psychosocial assistance to victims; with UNICEF on comprehensive care for child and youth victims; and with UNFPA to strengthen the judicial

management model, especially for femicide and other forms of violence against women through the creation of new femicide courts.

To enhance sustainability, the CPD calls for collaboration between justice sector institutions, civil society, the UN system and major donors to develop a strategy to expand CICIG's support for strengthening the capacities of national institutions. Although a strategy was not prepared, various actions were carried out with this intent. One action was collaboration between staff from the Public Prosecutor's Office and CICIG to enhance their criminal prosecution skills and their coordination on investigations. Coordination and information sharing also took place between the Public Prosecutor's Office and the PNC to improve criminal analysis and investigation.

Overall, the institutional strengthening of the Public Prosecutor's Office and CICIG's work to promote the rule of law in the country have had positive outcomes. An environment of trust and a culture of reporting have been built, particularly regarding the Public Prosecutor's Office and the PNC. In recent years, the increase in the number of criminal claims and cases solved[46] has improved public trust in the criminal justice system.[47] Although it is not possible to attribute these achievements solely to UNDP, as many other entities have also supported the justice system, and while the Guatemalan Government clearly deserves much of the credit, UNDP's contributions to this outcome have been substantial.

Despite the progress made, there has been no significant reduction in impunity. For this to happen, broader and complementary interventions are required with other actors, as well as substantive changes in the judiciary system. Challenges remain regarding establishment of an internal control and disciplinary system for judges, strengthening of civil justice and procedures to guarantee judicial independence, among others. Similarly, more

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46 CPD indicators: (i) number of convictions in cases of violence against women: Base, 459; goal, 1,000; 1,800 are reported. (source: Center for Judicial Information, Development and Statistics); (ii) Complaints of violence against women increased by 95% between 2010 and 2016 (source: Infosegura).

47 http://www.sejust.gob.gt/sites/default/files/ASIES%20Ints.%20Estudio%20de%20percepci%C3%B3n%20ciudadana%20br.pdf.

efforts are needed to improve the performance of other entities such as INACIF, the penitentiary system and the public defender's office, particularly at decentralized levels.

Finding 11. Progress on transitional justice varied, with more salient results in the pillars of access to justice and truth. Sustainability of the transitional justice work remains limited in financial, institutional and social terms.

UNDP has played an important role in promoting transitional justice[48] in Guatemala. Since 2010, UNDP has led implementation of PAJUST, which is currently supported only by Sweden (initially it was funded by Canada, Denmark, the Netherlands, Spain [the Basque and Catalan regions], Sweden and the United States Agency for International Development). This programme consists of four main pillars: truth-seeking, access to justice, reparations and non-repetition of conflict. Progress on transitional justice has varied across the four main pillars. Achievements have been more prominent in justice, followed by truth, and to a lesser extent, in the pillars of reparations and non-repetition.

Access to justice. Some progress has been made in increasing access to justice for the victims of the internal armed conflict. This took place through litigation resulting in favourable court rulings, especially for female victims of sexual violence. Ten agreements were signed with CSOs, in their capacity as advisers to the victims in 12 cases. UNDP provided financial and technical support during the investigation and prosecution, and OHCHR gave technical advice for developing the cases. Since 2015, three cases have been resolved. UNDP also fostered dialogue and improved coordination between CSOs and the Public Prosecutor's Office. The progress achieved in the Office on criminal investigation and prosecution has also contributed to the resolution of these cases, supported by PAJUST and the

component of the Maya Programme implemented by OHCHR. However, still missing is a clear strategy to link these areas of work under both outcomes.

PAJUST gave financial support to the National Police Historical Archive, an institution in the Ministry of Culture and Sports responsible for gathering information used in the cases, and the Guatemala Forensic Anthropology Foundation, an NGO that undertakes exhumations and genetic analysis to identify victims. This support was decisive in the success of these emblematic cases and the establishment of reparation measures for victims. Both institutions provided expert opinions and evidence for the cases. Continued support to these institutions will remain crucial.

The actions to promote access to justice for the victims, especially the strengthening of the capacities of the Public Prosecutor's Office, have also had some unintended effects. There have been increasing reports of persecution of human rights defenders supporting victims and indigenous peoples' rights through such litigation, as noted in the Human Rights Ombudsman's report[49] and UDEFEGUA data.[50] Aggression against human rights defenders increased from 1 reported case in 2015 to 29 in 2016. Aggression against justice defenders showed a decreasing trend but remained high, falling from 69 cases in 2015 to 25 in 2016 and 26 in 2017.

Truth-seeking. In collaboration with the United Nations Educational, Scientific and Cultural Organization and OHCHR, UNDP has been providing technical and financial support to the Ministry of Education and the Technical Taskforce on Education for Peace, Historic Memory and Human Rights in developing the National Strategy on Civic Education, released in 2016.[51] As a result, the issues of social conflict and peace have been incorporated into the national educational curriculum, with a ministerial budget. To implement the strategy

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[48]   Transitional justice refers to the ways countries emerging from periods of conflict and repression address large-scale human rights violations.

[49]   https://www.pdh.org.gt/download/declaracion-en-relacion-a-la-situacion-de-defensores-y-defensoras-de-ddhh/?wpdmdl=7219.

[50]   UDEFEGUA is a CSO that provides services to human rights defenders in Guatemala. See publication: http://udefegua.org/documentacion/informes-anuales.

[51]   https://www.pdh.org.gt/impulsan-estrategia-nacional-de-formacion-ciudadana/.

and its pilot work plan, 12 educational guides were developed and piloted with 600 teachers in 2016 and 2017.

CSOs such as the Learning Institute for Social Reconciliation and the Memorial para la Concordia are active members of this task force. Through a partnership agreement with UNDP, both CSOs have carried out awareness-raising activities on truth and reconciliation issues. The Memorial para la Concordia is developing an interactive platform (Guatemala Virtual Memory) to share information among 35 institutions. Considering the decreasing funding for transitional justice, efforts should focus on strengthening the link between education and social dialogue regarding historical memory and transitional justice to ensure its sustainability.

Reparations. The National Reparations Programme supports exhumations and re-burials and provides compensation to victims of the conflict with programmes aimed at strengthening the delivery of basic services in the most affected areas. Its low financing, limited capacity to execute the available funds and scarce presence in the regions have impeded provision of reparations. During the evaluation period, UNDP's support to the PNR was modest, as the Government was expected to assume this responsibility. Technical support was provided to develop models for reparations, psychosocial care and burials. The psychosocial care model, for which partnerships with the Ministry of Health could be explored, needs to be enhanced to ensure adequate support for victims and tangible reparation results.

Measures of non-repetition. UNDP has been an important partner of the Peace Secretariat (SEPAZ), the agency in charge of institutionalizing the Peace Accords, since they were signed. To promote a culture of peace, UNDP supported inter-institutional coordination and preparation of a Political Agenda for Peace 2017–2026, Commitments to Fulfill in 2017. An action plan was developed to advance the commitments.[52] Of the 750 established commitments, 311 still need to be fulfilled, particularly those related to the biggest structural changes. Advancing this

agenda will be challenging considering SEPAZ's limited budget, lack of political commitment and declining support from donors in recent years.

2.3 Active and inclusive citizenship

Outcome 10: Indigenous people, mainly young and female, exercise active citizenship and effectively participate in development-related decision-making at the community, municipal, departmental and national levels

Output 1: Institutions that make up the Indigenous People and Cultural Diversity Cabinet improve their capacity to perform their functions within a framework of broader participation and representation of indigenous people.

Output 2: Mainly young men and women, leaders of organizations and indigenous people's authorities have improved knowledge and skills to fully exercise their rights and to participate in social and political life.

Output 3: Guatemalan society participates in dialogue processes to manage social conflicts, with a focus on human rights.

This outcome represents the smallest area in the programme, with initial planned resources of $5.8 million and expenditures of $5.2 million between 2015 and mid-2018, for an 89.7 percent execution rate. Of the nine interventions, eight were implemented through the direct implementation modality, while one used the national implementation modality (the LGBTI community project). The Maya Programme disbursed the greatest proportion of resources (51 percent), while 25 percent were linked to the Human Development Report. All interventions were expected to contribute to gender equality in a limited way (GEN1),

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52   https://www.sepaz.gob.gt/images/Agenda-Politica-de-la-Paz.pdf.

except for the two Maya Programme phases, which had gender equality as a significant objective (GEN2), and the intervention on strengthening the legislative body, which was not expected to contribute to gender equality at all (GEN0).

FIGURE 4. Active and inclusive citizenship: Budget and expenditures per year
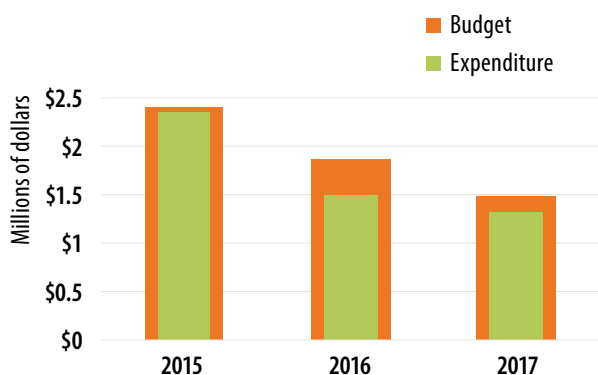
Finding 12. UNDP's work with some members of the Indigenous People and Cultural Diversity Cabinet has contributed to an enhanced institutional framework for the engagement of indigenous peoples. This, however, has not increased their participation in development processes.

The issues addressed under this outcome were part of UNDP's previous programme cycles (2001–2004, 2005–2008 and 2010–2014)[53] under the democratic governance outcome. Between 2001 and 2009, the CO promoted political dialogue between civil society and government. The 2010–2014 programme cycle, on the other hand, focused on increasing citizen participation by fostering inclusive policies and mechanisms through trainings and technical support, and by strengthening the capacities of political organizations and local development councils' security commissions to prevent and manage conflicts, a process that needs further support.

Despite some positive institutional developments such as the establishment of an Academy of Mayan Languages, an Indigenous Development Fund and the Presidential Commission on Discrimination and Racism against Indigenous Peoples, there is enduring exclusion of indigenous people from government institutions and political decision-making processes at local and national levels. To improve their effective involvement, UNDP envisaged work with the Indigenous People and Cultural Diversity Cabinet. This mechanism was created in 2014 to promote policies to empower indigenous people in the political system, and to adapt State institutions to their cultural, ethnic and linguistic diversity.

The country office aimed to improve the capacities of the Cabinet to perform its functions within a framework of broader participation and representation of indigenous people. Of the 21 institutions that are part of the Cabinet, UNDP only worked with 5 under this outcome: the Ministry of Labour and Social Security (MINTRAB), SEGEPLAN, SCEP, Ministry of Education and the Presidential Commission of the National Dialogue System. Partnerships were not established with those indigenous institutions that are also part of the Cabinet and have a long institutional history, such as the Academy of Mayan Languages (established in 1990), Fund for Indigenous Development in Guatemala (1994), Defender of Indigenous Women (2002) and Presidential Commission on Discrimination and Racism against Indigenous Peoples (2002). Given their presence at national level and their need for additional support, exploring future collaboration opportunities with these institutions is particularly important, more so considering their limited budgets and dependence on the international community.

In the case of MINTRAB, technical support was provided in 2016 and 2017 to develop the Operational Guide for Prior Consultation with Indigenous Peoples, in collaboration with the Indigenous People's Secretariat. UNDP brought two technical experts from Panama and Peru to facilitate consultations in the Ixil region. Prospective scenarios

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53   UNDP, Independent Evaluation Office, Guatemala ADR, 2009, table 8, p. 28.

and context analyses were also prepared as inputs for development of the Guide. Similarly, UNDP facilitated exchange meetings between some indigenous organizations and the Ministry of Labour, to create conditions for the development of the Guide. However, a formal consultation process with indigenous people did not take place for the formulation of the Guide, leading indigenous groups to question its legitimacy.

In 2017, MINTRAB presented the Guide to Congress as an input for the development of the Law on Indigenous Peoples' Consultations. However, further advocacy is required with the Labour Commission of the Congress for approval of this law. No follow-up support was provided by UNDP's Political Analysis Team to MINTRAB or the Indigenous People's Secretariat, given the limited resources available.

UNDP also supported SCEP in implementing the National Comprehensive Rural Development Policy during the second phase of the Maya Programme (2014–2017). UNDP's assistance has been crucial to strengthening SCEP, including its government staff at local level. As reported by one of the interviewees, "The SCEP did not have a team, social outreach workers nor employees, and even less at the municipal and community level, but now they have a presence in the country." The evaluation team could not validate this information at the local level as no interviews were held with SCEP representatives during the field visits.

Overall, UNDP upstream work has had a limited impact in strengthening the Guatemalan Government's focus on indigenous peoples' needs. The resources allocated to address this complex task are still insufficient. A more sustained and concerted effort is needed to ensure the active participation of these historically marginalized groups in development processes, particularly at the local level.

The 2019 elections present a renewed opportunity to measure progress in terms of participation by women and indigenous peoples.

Finding 13. Through its political training programme, UNDP increased the knowledge of the targeted indigenous communities and leaders on their rights and the country's political laws. However, no follow-up actions were undertaken after the trainings to ensure the communities' effective empowerment and active participation in social and political decision-making processes.

The Maya Programme has been the largest project implemented under this outcome area and the only one in UNDP's portfolio focused on indigenous peoples' rights. Active between 2009 and 2017, with a third phase upcoming pending Government approval, this joint project provided political training to local indigenous leaders to increase their participation in decision-making processes. According to annual reports completed by the CO, training was provided in 41 municipalities, covering 70 indigenous organizations.[54] These organizations selected 1,064 local leaders (57 percent women) to complete a two-year political training programme to improve their knowledge and skills to fully exercise their rights. Of the 1,064 participants, 686 finalized the programme (64 percent).[55]

The interviewed training participants, including representatives from six indigenous organizations,[56] reported increased knowledge on their rights due to the trainings. The programme sensitized them and raised their awareness of indigenous peoples' culture, history and rights and increased their understanding of government institutions and dynamics. Participants also reported greater cultural identity, helping them better articulate and voice their needs. Positive results were noted in women's empowerment, with their increased participation in COCODEs and COMUDEs at the local level, but not yet in the departmental development councils (CODEDEs).

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54   Twenty-nine were women's organizations and 18 were youth organizations.
55   Results Oriented Annual Report 2016, p.2. However, the indicators reported in the corporate planning system noted 915 local leaders trained.
56   Two in Guatemala City; 2 in Nebaj, Quiché; 1 in San Marcos; and 1 in Cobán Alta Verapaz.

However, there was no evidence of increased participation of these organizations in the local social and political arena, particularly for youth, the group with the lowest participation in political decision-making processes in the targeted regions. The trainings did not consider lobbying, advocacy or active citizen strategies, and no follow-up activities or exit strategies were implemented. At the same time, the current Electoral and Political Parties Law limits the effective participation of indigenous people in the political party system,[57] an issue somewhat addressed by the Supreme Electoral Tribunal with UNDP's support (discussed under Finding 14). As for youth participation, traditional governance structures still limit their opportunities to exercise specific roles or participate in decision-making mechanisms. The sustainability of these results is therefore limited.

As UNDP prepares for implementation of the third phase of the Maya Programme, more attention should be given to fostering dialogue between local governments and indigenous peoples' leaders on conflict resolution. The programme did not focus enough on bridging the relationship gap and opening opportunities for dialogue between indigenous peoples and State institutions, which potentially exacerbates tensions in the medium to long term. Moreover, it did not consider the risks and threats related to increased human rights requests. To ensure that young people become active change agents and promoters of development, additional backstopping and interventions focused on job creation and entrepreneurship are needed, as initially planned under outcome 8.

At local levels, UNDP also worked with traditional indigenous leaders to develop local 'life plans' in Nebaj, Chajul and Cotzal, as part of the Ixil joint programme under outcome 8. Though they are just in their initial phases, these exercises are expected to serve as a tool to integrate indigenous peoples' cosmovision and development approach into a plan

identifying their development priorities. With both programmes (Maya and Ixil) finalizing at the end of 2018, the sustainability and impact of these activities will depend on implementation of follow-up actions to ensure the life plans are considered in the development of land management plans, municipal development plans and other policies.

Support was also provided for the development of an Indigenous Peoples' National Agenda in 2015, coordinated by Convergencia Waqib' Kej, a CSO founded by Maya and farming organizations, based on a compilation of proposals and requests from indigenous peoples. This Agenda, which gives greater visibility to specific priority areas, can be used as an input for developing more inclusive public policies and laws. Although UNDP's support has been discontinued, this tool is being used by Convergencia Waqib' Kej in its advocacy efforts for an indigenous legislative agenda with the Congress.

Finding 14. UNDP support for institutional strengthening of the Supreme Electoral Tribunal, while relevant, achieved modest results, with no tangible impact in increasing citizen participation or engagement.

The political participation of women and indigenous peoples in political activities and government positions remains an important challenge, with only 13.9 percent of parliamentary seats held by women in 2016.[58] National data show that between 2012 and 2015, 339 of the 3,877 elected civil servants were women, while 21 of the 158 elected members of Congress and 114 of the 333 elected mayors were indigenous people.[59] In its CPD, UNDP planned to promote electoral reforms that would include gender and ethnic quotas and strengthen the control and enforcement capacity of the Supreme Electoral Tribunal.

In a context of social protests around the 2015 national elections, two UNDP advisers provided technical assistance to ensure the transparency

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[57]   Two items in the Electoral and Political Party Law limit indigenous people's participation in high-level decision-making positions within the Government: (i) only political parties can present nominations for members of Congress, and (ii) the congressional nomination requires a financial contribution of approximately $129,900, resources not often available to indigenous populations.

[58]   UN data, Guatemala: http://data.un.org/CountryProfile.aspx/_Images/CountryProfile.aspx?crName=Guatemala.

[59]   Source: UNDP CPD 2015–2019.

and efficiency of elections. UNDP's support focused on strengthening the Tribunal's electoral register, particularly its information system, to ensure data protection and facilitate a secure and quick information flow during the elections. Support was also provided to develop a communication strategy to promote citizen participation in elections and to share reliable information with the media.

In the framework of the Tribunal's 2015 citizen participation campaigns, UNDP also supported the creation of a civic education policy that includes the lesbian, gay, bisexual, transgender and intersex (LGBTI) community, to increase public awareness of them and acceptance of their rights. There were no indicators to measure the impact of such support or additional evidence on the implementation of the civic education policy.

In 2016, UNDP successfully advocated for inclusion of a gender parity requirement in the review of the Electoral and Political Parties Law and in appointments through popular vote. Despite efforts to also introduce ethnic quotas, this aspect was not reflected in the last proposal. The proposal was presented to the Electoral Affairs Commission of the Congress and has not been approved yet. A more substantive reform of the Electoral and Political Parties Law is essential to foster active citizenship and participation of indigenous peoples in political processes, particularly at the local level. However, the chances of this occurring before the 2019 national elections are low.

Finding 15. UNDP support for promotion of social dialogue for conflict resolution focused on strengthening the national policy framework and inter-institutional coordination. Considering the increasing number of conflicts and erosion of dialogue mechanisms in the country, a more sustained and concerted approach would have been required for long-term results.

Although the internal armed conflict between guerrilla forces and the military ended with the 1996 Peace Accords, judicial processes continue to generate conflict, increasing social polarization. Citizen demands have not been met, generating more conflict and a lack of trust in government institutions. The last official data, from 2014, registered up to 1,416 conflicts related to land rights, occupation and regularization.[60]

To help reduce conflicts and strengthen governance, UNDP planned to support the State's institutional framework through provision of expert assistance and the development of comprehensive approaches for consensus-building in dialogue. Several actions, not fully articulated, were implemented with the Presidential Dialogue Commission and the Presidential Commission Coordinating Human Rights (COPREDEH) in this respect.

In 2017, UNDP supported the design and creation of a Technical Inter-institutional Group (GTI)[61] in the Presidential Dialogue Commission, an inter-institutional body composed of eight institutions, to analyse, monitor and manage social conflicts. Through this mechanism, UNDP strengthened inter-institutional coordination. The GTI has harmonized the categorization of conflicts to prioritize attention on those with higher risks. Given the diversity of social conflicts in Guatemala, this categorization should help identify the different stakeholders' needs and rebuild trust in conflict resolution processes. The Commission's effectiveness, however, has been constrained by its high staff turnover.

UNDP also provided support to the Commission to strengthen its role in conflict prevention and re-establish dialogue as a mechanism for building consensus and promoting social peace. In 2017, UNDP mobilized experts from Peru, Colombia and Panama to support the Commission in its efforts to develop a National Policy on Dialogue and a related strategic plan. Seven other government entities[62]

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[60]   Secretaría de Asuntos Agrarios, Informe de Monitoreo de la Conflictividad Agraria, May 2014.

[61]   The GTI includes MARN, Ministry for Energy and Mines, Ministry of Government, MINFIN, Secretariat for Agrarian Affairs, SCEP, SEGEPLAN and COPREDEH.

[62]   Ministry of Government, NEM, MINDINF, MARN, SEGEPLAN, COPREDEH and Secretariat for Agrarian Affairs.

with a role in conflict resolution participated in this process. If approved, this policy would provide a useful framework for the Government to take action to reduce social conflict through prevention initiatives and dialogue.

With the aim of preventing social conflicts, UNDP also supported COPREDEH in strengthening its Early Warning System on Social Conflict. This system, which is being used by COPREDEH and other GTI members to prepare country status reports on social conflict, still needs to be officially launched. The publication of the country status reports is an important milestone for some GTI members, such as the Ministry for Energy and Mines and Secretariat for Agrarian Matters, which deal with sensitive issues related to the use of natural resources in indigenous peoples' territories.

Downstream, only two pilot interventions focused on conflict resolution were implemented by UNDP: one in Alta Verapaz, which began in 2017, and another in the Quiché region, under the rule of law and justice outcome. In partnership with SEGEPLAN, COPREDEH and UN-Women, a situation analysis was prepared to assess the possibility of starting a dialogue in various municipalities in the Polochic Valley of Alta Verapaz. The initiative prioritized the municipality of Panzos, one of the regions with the highest levels of conflicts in the country. The UN provided expert assistance and fostered an enabling environment, building trust between civil society, local government authorities and the private sector.

The meetings organized with, among others, COCODEs, the private sector, cooperatives, social organizations and women's organizations resulted in a more detailed situation analysis. Considering the project's short duration (1.5 years), time was not sufficient to ensure continuity of these processes for greater impact and sustainability. As of mid-2018, six months before the end of the project, the Government had launched a comprehensive plan to manage agrarian and social conflicts[63] with the support of several government institutions

(including the Ministry of Agriculture and Livestock, Secretariat for Agrarian Matters, Secretariat of Food and Nutritional Security, and MIDES). At that time, UNDP had not developed an exit strategy or leveraged sufficient partnerships with other UN agencies to ensure more long-term results, as many of the issues addressed focus on access to land and food security.

In the Quiché region, UNDP trained around 80 young leaders on conflict resolution techniques through a series of workshops. The interviewed participants from the second cohort reported that no follow-up support had been provided; this is especially important to ensure they apply the newly acquired knowledge and skills. Results from two follow-up surveys administered by UNDP for the 2016 cohort revealed that, between 2017 and 2018, fewer participants were using the acquired techniques or acting as mediators. In addition to the post-training support, synergies could have been established with other rural development projects implemented in the same region to maximize results and capitalize on each other's experiences.

Finding 16. UNDP supported the inclusion of LGBTI issues in the work of the Human Rights Office. Additional advocacy and institutional efforts are needed to raise awareness and operationalize the work with the LGBTI community, with the aim of reducing stigma and discrimination.

UNDP provided modest support to the Human Rights Office to prepare a study on the rights of the LGBTI community, develop communication tools and materials, provide trainings and facilitate exchanges with Nicaragua, Mexico and El Salvador on political participation. This helped place the LGBTI issue on the Human Rights Office work plan. The study highlighted the needs of the LGBTI community and prompted the creation of an ombudsman role in the Human Rights Office to protect their rights. The study could serve as an input for developing a monitoring and evaluation plan on LGBTI issues, under the Human Rights Office. Considering the relatively low reporting rate

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63   http://copredeh.gob.gt/conflictividad-panzos-nuevo-objetivo-accion-dialogo-gobierno-guatemala/.

of LGBTI complaints in Guatemala,[64] this tool could be useful to identify these cases and assist institutions in improving their responses. UNDP's financial and administrative support seems limited, given the scale of the challenges in this area. More advocacy and resource mobilization efforts are required to raise awareness on LGBTI rights and needs at the national and local level.

Finding 17. The country office has increased its analytical capacity through the establishment of a strategic political analysis team. The integration of this unit's work with UNDP's programme remains limited, as does that of the Human Development Report team. The potential of both units is not fully exploited.

In its CPD, the CO identified the need to strengthen its research and political analysis capacities to better understand Guatemala's development challenges, inform its decision-making and contribute to national debates on development and democratic governance. To address this need, the CO has relied on two main instruments.

The first, framed under the Building Democratic Governance and Sustainable Peace in Guatemala Project, consists of a team of three strategic analysts who work to strengthen political analysis capacities in the Resident Coordinator's Office. This team has developed prospective scenarios on governance[65] to show how social and political actors could interact to resolve conflicts under four different scenarios. The analyses have also been used to foster discussions and engage in dialogue with key stakeholders from civil society, the private sector and the Government. For instance, the analyses were shared with other donors in the context of the 2015 national elections process, and as mentioned previously, with MINTRAB during the discussions on the Operational Guide for Prior Consultation with Indigenous Peoples.

The second instrument, which has been fundamental in promoting debate on development, is the National Human Development Report (NHDR). As highlighted by the 2009 ADR, the report has raised public awareness on key elements of human development in Guatemala. For instance, the 2015 report,[66] on Guatemala's well-being and fight against conflict, was used to initiate a dialogue between civil society and the Government on social conflict. It presented some proposals that were complemented by the prospective scenarios on governance developed by the analysts. Despite the NHDR's relevance and valuable contribution to policy debate,[67] its continuation is at risk due to budget limitations. Over the last three years, financial contributions at the national level have diminished, and preparation of the report was supported mostly by the Swedish Government, with some UNDP funding. As a result, the NHDR team was cut from eight staff in 2015 to three in 2018. This financial constraint also limits dissemination of the report, which is crucial to raising public awareness of Guatemala's development issues.

The next report, to be published in 2020, will touch upon Guatemala's current development model, reflecting on its appropriateness given the country's current situation. This represents a good opportunity to assess and incorporate indigenous views and knowledge on human well-being into the country's development model.[68]

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[64]   According to the Organization of American States, 'The Human Rights Situation in Guatemala, 2017', there were 355 reported complaints between 2016 and 2017.

[65]   UNDP, 'Escenarios de una gobernabilidad para el cambio: Guatemala 2015-2020'.

[66]   UNDP, Informe Nacional de Desarrollo Humano 2015/2016, 'Más allá del conflicto, Luchas por el Bienestar'.

[67]   UNDP, 2013, Síntesis. Legado de 15 años de Desarrollo Humano en Guatemala, pg. 6.

[68]   These concepts are systematized in the paradigm of 'living in fullness', which proposes three basic principles: (i) individual equilibrium, meaning that people are in harmony with themselves; (ii) social balance, meaning that people are in harmony with the people in their community; and (iii) socio-natural balance, which is achieved when human communities have a harmonious and sustainable relationship with the natural environment. This way of understanding human life and its interactions with society and ecosystems constitutes valuable knowledge that is worth integrating into culturally appropriate development models for Guatemala. The 2016 UNDP Regional Human Development Report for Latin America and the Caribbean already recognized it as a valuable contribution to the studies on development in the region.

Despite some efforts to improve the integration of both instruments into UNDP projects, this remains limited. There were a few cases in which the strategic analysis and human development teams contributed to programme or project design, providing inputs on the context and conceptual frameworks on development and peacebuilding. Yet, more could be done to optimize the benefits of this analytical capacity. The next NHDR could serve as a means to promote more inclusive and active citizen participation, bringing together diverse actors and viewpoints to discuss Guatemala's development and governance models and approaches.

2.4 Cross-cutting areas

2.4.1 Gender equality and women's empowerment

Finding 18. UNDP has improved the integration of gender equality into its programme, achieving some gender-targeted and gender-responsive results. Stronger engagement with women's associations, initiatives targeting their economic and political empowerment, and the inclusion of women in peacebuilding processes are required to further improve gender outcomes.

Gender mainstreaming in UNDP's work was measured based on the business environment — institutional guidelines and frameworks, staff culture and capacity to mainstream gender — and the effectiveness of the results — programme and project design, field interventions targeting gender equality and women's empowerment, and the CO's monitoring and evaluation activities.

In terms of business environment, the CO appointed a programme officer as gender focal point in 2015 (with 20 percent of her time devoted to this role) and recruited a short-term gender specialist. A multidisciplinary gender committee was also established,

with five to six members across sections. During interviews, staff generally seemed gender sensitive, showing attention to differences in men's and women's experiences and needs and awareness of the social barriers for women's effective participation in local development processes.

With the aim of improving gender mainstreaming across all areas of work and raising the low gender marker ratings, the CO developed an action plan for 2016–2017, using the Gender Equality Seal Certification[69] guidelines. As part of its implementation, gender communication guidelines were developed, CO staff were trained and a significant part of the programme was reviewed to identify gaps. A revised action plan to address these gaps was expected for 2018. It is important to note that the CO has not completed the gender seal certification process.

Effectiveness in terms of gender results was moderate. The programme's gender focus remained low, despite the visible gender approach in programme design and to some extent in monitoring and evaluation. As indicated by the gender markers, 73 percent of programme expenditures corresponded to projects that were not expected to contribute to gender equality (GEN0) or to contribute in a limited way (GEN1). Expenditures in projects that had gender equality as a significant objective (GEN2) showed an increasing trend during the programme cycle, representing 26 percent of total expenditures. Only three interventions, representing 0.6 percent of expenditures, had gender equality as the main objective (GEN3), and they were all under the rule of law and justice outcome. Over the last three years, the emphasis on gender equality has not improved relative to the amount of programme spending.

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[69]   Launched in 2011, the Gender Equality Seal incentivizes UNDP country offices to integrate gender equality into all aspects of their development work. Upon completing a range of standards, participating country offices can achieve a gold, silver or bronze level certification. Standards must be met in the areas of management systems, in-house capacities, enabling environment, communications and knowledge management, programmes, partnerships and gender impact/results.

FIGURE 5. Expenditures and outputs by gender marker and outcome

Expenditure by gender marker and year

Number of outputs by gender marker and outcome
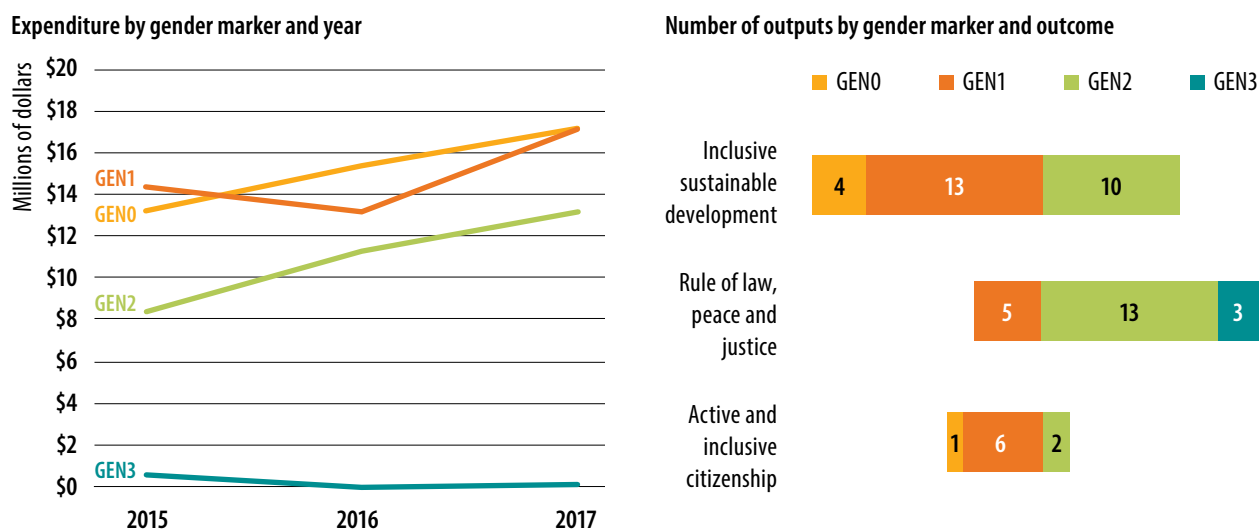
Results achieved by the programme were mostly gender targeted, with a few gender-responsive outcomes that had great potential of becoming transformative. Important contributions were made in enabling women's participation in local development processes and providing the necessary protection and legal services.

At the local level, UNDP interventions supported women's increased participation in community organizations, such as COCODEs, watershed management committees (San Marcos) and local artisanal fishermen committees (Las Lisas, Chiquimula). Initiatives also supported women's economic empowerment by enabling their participation in competitive productive initiatives and value chains. Similarly, interventions focused on improving women's participation in municipal management, which raised the participation of women's organizations in the COMUDEs and increased the number of proposals from women in the competitions, according to interviewees. The 2016 municipal ranking shows increased citizen participation in the municipalities supported by UNDP joint programmes in San Marcos, ranking

them in the medium-high or medium-low category. At the institutional level, UNDP strengthened the Municipal Directorates for Women, which evolved from offices to directorates, improving their visibility and relevance. Their low budget, however, presents a challenge.

Under the rule of law and justice outcome, gender-targeted interventions[70] addressed the specific needs of women for access to justice, focusing on victims of sexual violence through legal and psychosocial support. In most of the PBF joint programmes, however, the gender component was implemented by UN-Women.

While some gender results have been achieved, there is still ample opportunity to improve the programme's gender approach and effectiveness. Women's participation in peacebuilding processes, for instance, has not been promoted. This is a missed opportunity, considering the important role women can play. Similarly, more efforts are needed to move beyond 'women's participation' to increasing their economic and political empowerment and ultimately their decision-making power at local and national levels.

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[70]   Projects include: "1325 mujeres sobrevivientes de violencia sexual" and "Empoderando a mujeres sobrevivientes de violencia sexual", "Empoderamiento institucional y ciudadano para la lucha contra la impunidad: una oportunidad para la Paz y el Estado de Derecho en Guatemala", "Consolidación y descentralización de la persecución penal estratégica en el MP", "Fortalecimiento de las capacidades nacionales para la investigación criminal" and "Fortalecimiento Ministerio Gobernación".

2.4.2 Results-based management, oversight and monitoring and evaluation

Finding 19. The country office was proactive in capitalizing on lessons and knowledge for improved programme design and implementation. Challenges remain in institutionalizing knowledge management and setting up an adequate corporate monitoring system to regularly measure UNDP's specific contributions.

Despite not having an institutionalized knowledge management system in place, the CO has shown an organizational culture focused on learning and evidence-based decision-making. Knowledge management consisted of the collection of good practices and lessons within the country and from other countries, and of stories from beneficiaries. Together with the results from past evaluations, these lessons and good practices were often used to develop new initiatives, follow-up interventions or action plans.

This knowledge management practice, however, was not done systematically and was constrained by a weak monitoring and evaluation system. The CPD outcome indicators, derived from the UNDAF, were inadequate to measure or assess UNDP-specific contributions. Based on corporate requirements, these outcome indicators measure results that are beyond UNDP's direct sphere of control, and for which the programme has a relatively low influencing power.

As they often depend on national statistics that are not available, they do not provide timely information for adequate evidence-based decision-making. Nor do they support monitoring of progress and achievements at the output level, for which UNDP has greater accountability and control.

Monitoring activities at the project level took place regularly, and weekly meetings among programme officers were organized for timely decision-making. These, however, mainly focused on financial matters and the completion of activities rather than on the achievement of results. Similarly, reporting was mainly centred on progress at the activity or output level rather than on the changes produced by the programme in people's lives or in institutional practices.

There are several areas for improvement in monitoring progress towards results at the CPD output level and in institutionalizing the collection of good practices and experiences more systematically to facilitate replication and up-scaling. While these are not corporate requirements, they are fundamental to improving internal results-based management, and consequently, resource mobilization and policy support. Adequate progress has been made in implementing the recommendations from the previous ADR (see Table 2).

TABLE 2. Status of implementation – 2009 ADR recommendations

Strategies and programmatic areas	• Satisfactory development of thematic strategies with a clear approach to enhancing the capacities of national institutions as duty-bearers and strengthening participants' skills and knowledge as right-holders. The programmatic approach can be further enhanced by increasing the focus on social peace and reconciliation (rule of law and active citizen participation outcomes), and consistently integrating gender equality and women's empowerment and indigenous people's approaches in the programme. • Increased provision of high-level advisory services to the executive branch, but less so to the legislative and judicial branch. • Insufficient advocacy for modernization of the State, particularly to achieve a professional public administration career and promote multi-party democratic dialogue.

TABLE 2 (cont'd)

Strategies and programmatic areas (cont'd)	• Moderately satisfactory in terms of developing longer term programmes, but better in terms of efforts to follow up interventions in a specific geographic area through new projects.
Organizational aspects	• Satisfactory improvement of communication and leadership within the CO. Political advisers consulted for a few projects and management support given in the strategic orientation of the programme. Greater involvement of the INDH team is needed in formulating strategies. • Moderate improvements in monitoring and evaluation at programme level, specifically in monitoring UNDP's specific contributions; corporate constraints and limitations persist.
Coordination, harmonization and cooperation with partners	• Moderately satisfactory. Active participation in joint programming, with a leadership role in several projects. Opportunity to improve the design and implementation of joint programmes to ensure an integrated and multidimensional implementation approach. • Satisfactory partnerships with CSOs, and moderate alliances with the private sector on corporate social responsibility.

2.4.3 Partnerships and coordination

Finding 20. UNDP works with a wide array of State entities at central and local levels, sustaining its position as a trusted and valuable impartial partner. Collaboration has increased with civil society organizations, particularly human rights defenders and grassroots indigenous organizations. There has been moderate success in forming alliances with academic and research institutes and the private sector.

State entities. The identification and selection of partners for programme implementation has been adequate, enabling UNDP's relevant contributions in the different programmatic areas. Partnerships have been established with public institutions responsible for guiding and implementing public policies in the environmental and rural development sector. At the central level, interventions were implemented in a coordinated manner with SEGEPLAN, MARN, National Forestry Institute and CONAP; and at the local level with rural and urban development councils and municipalities.

Collaboration was established with the main State entities, such as the Ministry of Interior and the Public Prosecutor's Office, in combatting crime and impunity in the country, as well as other relevant stakeholders in efforts to consolidate peace, such as SEPAZ, PNR, COPREDEH, INACIF, Ministry of Culture and Sports, Ministry of Education and the Presidential Commission for Dialogue. Greater emphasis and support was given to public institutions in the rule of law sector (i.e. Public Prosecutor's Office and PNR) than to those with a mandate on consolidation of peace, such as the Presidential Dialogue Commission and SEPAZ.

Government counterparts viewed UNDP as a relevant and active development partner, highlighting its substantive technical support and capacity to administer resources from the municipal government and bilateral and multilateral organizations. In addition, government counterparts valued UNDP's role as an impartial player in promoting State dialogue with civil society actors and other institutions.

Civil society and academia. Alliances were also established with non-governmental actors with technical expertise and capacity to influence public policy. Some examples include Valle University, Nature Defenders and Rainforest Alliance for scientific investigation on biodiversity, climate

change and the environment; Achjmol Association in San Marcos, a grassroots CSO with expertise in indigenous people's cosmovision, rights, culture and knowledge for the development of life plans with communities; and Learning Institute for Social Reconciliation and the Memorial para la Concordia to raise awareness on social reconciliation and peace.

Private sector. Work with the private sector has been modest, with some specific collaborations. The most strategic partnership has been with the Global Compact, a consortium of 34 institutions established in 2015 with UNDP's support. Through this alliance, UNDP has opened opportunities for dialogue among State institutions and private sector entities, in the framework of the SDG implementation process. More recently, UNDP partnered with Ciudades Conectadas to raise public awareness on the SDGs and with the Centre for Action of Guatemala's Corporate Social Responsibility for the development of inclusive policies in the business sector. Similarly, agreements were established for the implementation of some projects with AGEXPORT, a private sector consortium with expertise in value chains and access to markets.

Finding 21. Coordination with other UN agencies and international cooperation partners has improved in recent years, with notable efforts to reduce 'silos' and integrate work. Weaknesses are still present in terms of integrated planning and implementation, limiting the effectiveness of UNDP's support.

Traditionally, UNDP has played an important coordination role with other UN agencies, in the framework of UNDAF implementation, UN inter-agency thematic groups and joint programmes. This coordination role, which also comes with significant administrative demands, has been possible thanks to UNDP's initiative in promoting greater coordination among agencies and its strong administrative capacity.

The joint-programme modality, established with the purpose of achieving integrated development results, avoiding duplication and reducing costs, has been used in Guatemala since the mid-2000s.[71] Since then, 16 joint programmes have been implemented by the UN country team, of which 8 cover the current evaluation period. UNDP has acted as lead agency in four of these: the Maya Programme Phase II, with UNICEF and OHCHR; and the Human Security Programme in the Dry Corridor, the Cuilco project in San Marcos and the Ixil project in Quiché, with FAO and WHO/PAHO. UNDP has also participated in joint programmes led by other agencies, such as the PBF project led by UN-Women and the rural development programme led by FAO.

Despite UNDP's substantial experience with implementation of joint programmes in Guatemala, challenges persist for effective inter-agency coordination and results. Project design still lacks an inter-agency approach, and project documents still have separate results and components for each agency, sometimes leading to silos. The different agencies' institutional systems and protocols are not conducive to integrated implementation; instead they create duplication in terms of reporting and implementation time frames and requirements. These corporate limitations have been addressed to some extent through designation of a lead agency and a coordination unit and regular planning meetings. However, they have not been sufficient to ensure an integrated implementation approach.

As for coordination with donors and other cooperation partners, the evaluation team found positive efforts in the environmental sector, with partners such as the German Technical Cooperation Agency, GEF, International Union for Conservation of Nature, and the Tropical Agricultural Research and Higher Education Centre. Partnerships could have been pursued more proactively with other donors supporting areas such as transitional justice and social dialogue for conflict resolution and peace.

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[71] It was initially used for implementation of the MDG Fund.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

3.1. Conclusions

● **Conclusion 1. UNDP's long-standing role as an impartial and trusted partner, coupled with its recognized technical capacities, has allowed it to create opportunities for dialogue across sectors and with multiple actors.**

UNDP's programme, in alignment with the country's national development priorities, has successfully responded to partners' emerging needs and demands. UNDP is well recognized for its capacity to efficiently manage funds and its strong technical skills. Long-standing flagship programmes have strategically positioned UNDP within the UN system and the country as a key player in the rule of law and justice areas.

● **Conclusion 2. Despite the complex and volatile political and social context, UNDP has been successful in promoting progressive institutional change in key justice and rule of law institutions. Its pilot projects in conflict resolution and social peace, however, have been only moderately successful, and the sustainability of these results remains a challenge.**

By providing administrative services, UNDP was also key in enabling the effective functioning of the CICIG, a pivotal player in the fight against corruption, and in strengthening the justice sector. However, UNDP has not sufficiently leveraged its strategic position to move the peace agenda forward at high levels. Integration between the justice, rule of law and social dialogue interventions was weak. Also lacking was a concerted, holistic approach on conflict resolution and social peace, which are relevant for achieving the Peace Accords and the country's national priorities, particularly related to institutional strengthening, security and justice.

● **Conclusion 3. UNDP has achieved moderate results in working with rural development institutions and communities in poverty reduction, natural resource management and disaster risk reduction. Contextual and structural factors continue to affect the continuity and sustainability of the development processes supported by UNDP.**

UNDP contributed to strengthening sectoral and municipal governments; enhancing Guatemala's environmental policy framework; promoting intersectoral coordination; and developing institutional guidance to better integrate the SDGs and principles of sustainable resources management, disaster risk reduction and resilience in local development plans and processes. All of these are relevant to national priority 3 on access to water and sustainable resources management.

Results were less evident in disaster risk reduction and promotion of economically sustainable opportunities. Several contextual factors have constrained long-term results, such as high staff turnover in local government entities and insufficient allocation of resources from the Government for implementation of local development plans. The sustainability of these results is therefore limited, particularly in terms of ensuring the continuity of the supported processes at the local level.

● **Conclusion 4. UNDP made relevant contributions to enhancing institutional frameworks for attention to victims of violence and sexual abuse and promoting greater participation by women and indigenous peoples in local development processes. A sustained and concerted effort is necessary to address the structural barriers that hinder the achievement of transformative gender and rights results.**

In line with the Government's strategic development goals on the promotion of social inclusion, UNDP contributions focused on increasing women's participation in community and government organizations, strengthening local government structures to enhance gender equality and empowerment, and improving the Public Prosecutor's Office frameworks for comprehensive attention to victims of violence and sexual abuse. Weakness persists in integrating

indigenous peoples' rights across all interventions and outcome areas. This is particularly the case in terms of building the capacities of indigenous leaders and communities to increase their participation in local development processes, and of government institutions at central and local levels to promote indigenous peoples' rights, as well as women's empowerment.

- **Conclusion 5. UNDP has proactively sought to build synergies across outcomes and with other development partners, including other UN agencies, through joint initiatives. Efforts are still needed to improve integrated programming with UN agencies.**

Despite efforts made, a more multidimensional approach is still needed that builds on complementarities among development partners and focuses on ensuring the scalability and continuity of actions in specific territories. Such an approach is important for achieving sustainable results in the framework of the country's national priorities.

- **Conclusion 6. UNDP has been successful in mobilizing more resources than originally planned, but it risks becoming highly dependent on a few donors for specific programmatic areas.**

While resource mobilization targets were not achieved on the active and inclusive citizenship outcome, UNDP managed to mobilize $20 million more than initially planned in both the inclusive, sustainable development and rule of law outcomes. The UNDP country programme relies on just a few funding sources, particularly in the areas of peace and transitional justice (Sweden) and the Peacebuilding Fund (funded by several governments). Limited engagement has been made with the private sector as a potential source of co-financing, a missed opportunity considering the private sector's growing interest in policy development around the SDGs.

3.2 Recommendations and management response

Recommendation 1.	**In coordination with other development partners, UNDP should work towards a more comprehensive strengthening of the justice sector. Work with the National Civilian Police and the judicial branch should be strengthened to enhance their effectiveness.**
	Substantive work with the Public Prosecutor's Office, and to a lesser extent with the Ministry of Interior, while relevant, has led to an increased workload in the judicial system. With the aim of promoting a more balanced institutional strengthening of the justice system, it is important to continue the capacity development process of the Public Prosecutor's Office. At the same time, partnerships and other ways of increasing support should be explored for the National Civilian Police (which received modest support during this programme cycle) and for the judicial branch, to address its judicial mediation system and promote out-of-court alternative arrangements to improve its efficiency.

Management response: Accepted

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
In the framework of the formulation of the Country Programme Document 2020–2024, and subject to prioritization by the UNDAF, Government agreements and consultations with key actors, a programmatic portfolio on rule of law will be developed, in alignment with the national priority on institutional strengthening security and justice with a strong relation with SDG 16.	September 2019	Representation Programme Unit Monitoring and Evaluation		
Strengthening of effective, inclusive and transparent governance through the development of institutional tools that promote the modernization, knowledge management, accountability and access to public information.	December 2019	Programme Unit		
Capacity development for decision-making and/or formulation of public policies in citizen security, based on evidence.	December 2019	Programme Unit		
Strengthening the justice system and relevant institutions specialized in violence against women and girls, and femicide, by developing programmes based on evidence.	December 2019	Programme Unit		
Data management to inform policies and programmes focused on violence against women and girls, and femicide.	December 2019	Programme Unit		
Strengthening the statistical processes of the National System against Violence to Women (SNVCM) through the use of automated systems and dissemination of information to decision-makers; automation of management procedures; and strengthening of capacities for inter-institutional management systems for information analysis in prioritized territories.	December 2019	Programme Unit		

* The implementation status is tracked in the UNDP Evaluation Resource Centre

Recommendation 2.	UNDP should play a more active role in promoting solutions that support the Government's national efforts to advance structural changes, with a view of achieving its national development priorities and accelerating implementation of the SDGs in the country.

While recognizing that such structural transformations hinge upon national leadership, UNDP is well-positioned to support and partner with other actors to address some of the most enduring factors constraining development, leading to achievement of the country's 16 Strategic Development Goals. In close coordination with relevant actors, UNDP should explore partnerships and strategies for approval of the Civil Service Law and professionalization of the civil service; effective implementation of the territorial development planning approach at local level; and, through the National Human Development Report, foster dialogue at all levels on the existing and alternative economic models for more inclusive development.

Management response: Accepted

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
Support the SDG's national implementation process, with emphasis on the linkages and contribution of the 10 national priorities and 16 national Strategic Development Goals.	Ongoing	Programme Unit		
Foster partnerships around the 10 national priorities and 16 Strategic Development Goals.	Ongoing	Programme Unit		
Through the development process of the National Human Development Report, UNDP will support the country's development with analysis, discussions and knowledge and information generation that promotes dialogue spaces, debates and the creation of proposals for the necessary changes to address the improvement of the quality of life and human development, specially poverty and extreme poverty, the reduction of inequalities and the achievement of the 10 national priorities and 16 Strategic Development Goals, in partnership with a wide array of public and private actors.	June 2020	Programme Unit		

Recommendation 3. ✓	UDP should increase its programmatic work on social dialogue and peace, transforming small, pilot, ad hoc initiatives into more strategic interventions.
	The current focus on reducing crime and preventing violence should be better integrated, with a more strategic and inclusive approach to the construction of social peace and reconciliation. Greater efforts should also be made to promote a development approach to peace, particularly at the local level. Key elements under this workstream could be building links between civic education on peace and economic development; facilitating dialogue among the Government, civil society actors and the private sector; and promoting inter-institutional mechanisms to address the root causes of social conflict.

Management response: Accepted

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
Continue to support institutional strengthening of the mechanisms for social dialogue, with a strong link with the national priority on transparency and institutional strengthening, including local governments, with a focus on creating effective and solid institutions that work together.	December 2019	Programme Unit		
Scale up and replicate strategic dialogue processes at the local level (i.e. Panzos) and at national level (i.e. protected areas), aimed at building consensus on initiatives and reforms that address complex and structural development problems.	December 2019	Programme Unit		
Promote and develop support platforms for the country, integrating holistic and innovative dialogue approaches based on evidence, positioning UNDP's integrator role (i.e. San Juan Sacatepequez, Ayutla).	December 2019	Programme Unit		

Recommendation 4.

UNDP should strengthen its programmatic focus on indigenous peoples' rights, gender equality and the empowerment of women and youth, with the aim of achieving greater social inclusion and more transformative results.

In line with the country's national priorities on promoting social, economic and political inclusion, measures should be adopted by the programme to ensure interventions are culturally relevant and adequate and achieve more gender-transformative results. UNDP should embed indigenous peoples' culture, development vision, practices and institutions across its programme, more actively promoting intercultural dialogue between local governments and indigenous authorities. The upcoming National Human Development Report could serve to analyse indigenous peoples' knowledge and approaches as part of the Guatemala development model. The work with women and youth should also be enhanced, focused on increasing their economic and political empowerment and participation in decision-making processes and mechanisms, and enabling their engagement in conflict prevention and resolution.

Management response: Accepted

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
The office will allocate technical resources for the formulation of the new country programme and ensure the gender mainstreaming in the programmatic portfolios, ensuring the inclusion of the individual and collective rights of the indigenous people. This will be linked to the national Strategic Development Goals on the enhancement and promotion of a social, economic and political inclusion.	September 2019	Representation Programme Unit Monitoring and Evaluation		
The new programmatic cycle of the National Human Development Report has foreseen a working strategy, particularly with vulnerable groups, such as indigenous people, women and the youth in rural municipalities, through a participatory methodology focused on contrasting and establishing synergies between different perspectives, especially that of the most vulnerable groups. The process and results from this report will provide valuable inputs for UNDP's programmatic approach and strengthening of its work.	June 2020	Programme Unit		

Recommendation 5.

To enhance the sustainability of results, UNDP should adopt measures to improve programmatic synergies, knowledge management and monitoring for results, and should implement communication strategies for greater social engagement.

Programmatic synergies between outcomes should be pursued in terms of approach, geographical location and beneficiaries. Knowledge management should be enhanced by developing an adequate results framework with realistic and measurable output-level indicators; establishing mechanisms that facilitate the systematic collection and use of lessons and good practices; and ensuring a stronger advisory role of the political strategic analysis and human development report units in programme design and implementation. Capacity development actions should also incorporate post-training support to ensure beneficiaries are truly empowered. Communication can also play an important role in empowering the society and promoting dialogue between communities and decision-makers to influence policies. UNDP should integrate communication for development into programme planning instruments to foster greater social engagement and sustainability.

Management response: Accepted

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	Status
In line with the corporate strategic plans of UN-Women, UNFPA, UNICEF and UNDP, a common chapter defined between agencies outlining mutual commitments will be included in the design of the new country programme.	September 2019	Representation Programme Unit Monitoring and Evaluation		
In the framework of a participatory process, an annual revision and planning of the country programme will be conducted with all the sectors that participate in the programme, ensuring a more systematic monitoring.	January 2020	Representation Programme Unit Monitoring and Evaluation		
With a portfolio approach, and for each project, the approach of project units will be enhanced towards strengthening synergies and strategic partnerships focused on results.	September 2019	Representation Programme Unit Monitoring and Evaluation		
The design and implementation of a communication strategy for social change will be included in the new programmatic cycle design.	September 2019	Monitoring and Evaluation Communication Unit		

Recommendation 6.

UNDP should reinforce its partnerships at all levels to enhance synergies and catalyse investments for greater contributions to development results.

UNDP is well positioned to partner with a wide array of stakeholders in support of the Government's efforts to achieve its 10 national development priorities. Partnerships with the private sector and research institutions should be pursued in the areas of natural resources management, biodiversity conservation and the SDGs, with a focus on poverty reduction. Alliances should be established with civil society, including women's organizations, think tanks and universities, to promote a culture of peace; and with other members of the Indigenous People and Cultural Diversity Cabinet, universities and NGOs for capacity-development interventions on indigenous peoples' rights. Synergies should be pursued with donors who are working on similar issues at the local level to avoid duplication, increase complementarities and ensure sustained support in programmatic areas such as transitional justice and social dialogue for peace; and with the UN system to provide concerted support to the Government for implementation of the 2030 Agenda.

Management response: Accepted

Key action(s)	Time-frame	Responsible unit(s)	Tracking*	
			Comments	**Status**
Continue facilitating the articulation process of intersectoral and inter-institutional work to improve synergies and optimize the use of resources, as well as the achievement of results with an emphasis in development results	September 2019	Representation Programme Unit Monitoring and Evaluation		
Continue fostering inter-institutional coordination, boosting the mandate of each participating institution in the coordination.	Ongoing (no deadline)	Representation Programme Unit Monitoring and Evaluation		
Development and follow-up of strategic partnerships around the 10 national priorities and 16 Strategic Development Goals.	Ongoing (no deadline)	Representation Programme Unit Monitoring and Evaluation		

Annexes

Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:
https://erc.undp.org/evaluation/evaluations/detail/9399

Annex 1. Terms of Reference

Annex 2. Country at a Glance

Annex 3. Country Office at a Glance

Annex 4. List of Projects for In-depth Review

Annex 5. Problem Tree for Outcome 8

Annex 6. People Consulted

Annex 7. Documents Consulted

Annex 8. Summary of CPD indicators and status as reported by country office