



NORWEGIAN CHURCH AID
actalliance

Country plan 2011-2015

Guatemala

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NCA COUNTRY PROGRAMME PLAN

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1. CONTEXT ANALYSIS

Guatemala presents deep exclusions and inequalities that especially affect women, indigenous people and people who live in rural areas. In 2009 Guatemala with its 14 million habitants was ranked as 122nd in the Human Development Index (HDI), just above Nicaragua but with a substantially higher income per capita which reflects the income gap of those who have and those who have not. There are 22 different Mayan indigenous peoples in Guatemala, being more than the 50% of the country's population¹. The highest concentration of indigenous peoples is located in the west highlands and the north of the country, particularly in the rural areas. Indigenous peoples and women present lowest human development indicators.

The historically uneven distribution of land and the discrimination of the indigenous population (based on the colonialism, plundering and a system based on patriarchal, racist and classist ideologies) continue to be at the heart of social inequality, poverty and unrest and violent outbursts. The earthquake in February 1976 worsened poverty and exclusion, and made this situation more visible. Changes in Guatemalan rural society have been noteworthy during the last years. Now, approximately the 49.50% of the population live in urban areas. Rural communities do not benefit directly from the capitalist development, which means that indigenous peoples are lacking even further behind the socio-economic status.

Guatemala is a post-conflict country, with a young democracy started in 1985 and in 1996 the internal armed conflict ended that lasted more than 36 years (1963-1996). Corruption at governmental level combined with massive tax evasion from private business sectors² and the low taxing (average 11.3%)³ impedes the public sector of honoring its social commitments to education, primary health care, national security, etc., especially towards the rural indigenous population and for women. Organized crime is gradually more controlling the State and increasing impunity and violence. Guatemala is one of the most violent countries in Latin America and its murder rate is equivalent to that of Mexico and Colombia⁴.

Due to its geographical position, Guatemala is greatly affected by migration flows of people from Central America, South America and other countries (China, for example)⁵. Those people want to go to the United States, but during their transit they are vulnerable to be infected by HIV and be victims of human trafficking, particularly women, girls and boys. Migration also affects the integration of the families and communities, but particularly it means increased workload for women, because they constitute the responsible for the family. The country's geographical position is also strategic for drug-trafficking and organized crime. Women are particularly affected by all these situations, due to their gender position.

¹ The indigenous identity in the statistics is complex. In a population of more than 14 million inhabitants, the last census conducted by the National Institute of Statistics indicates that the indigenous population is 41%. Representatives of the Guatemalan Association of Indigenous Mayors (AGAI, in Spanish) affirm that the proportion is actually 65%. The other indigenous peoples are Xinca and Garifuna.

² The taxation department (SAT) estimates that the annual tax evasion in Guatemala is approximately of US\$ 1,600 million. Christian Aid says that "*The tax collection in Guatemala [and other countries] is particularly weak, with rates of less than 14 per cent of GDP*". See page 6 of the document: *Undermining the Poor: Mineral Taxation Reform in Latin America*. Sept. 2009

³ The tax burden of Guatemala is one of the lowest in Latin America, although it has increased significantly over the last decade. As part of the peace accords, a Fiscal Pact was signed to restructure certain aspects of the Guatemalan economy. Among the commitments were increasing the tax burden from 8% in 1996 to 12% for 2000, still less than the 14% figure for the developing countries standard.

⁴ Open spaces for citizenship security and human development. Human development index for Central America 2009-2010. UNDP Pg. 68 In July 2010, more than 20 people are assassinated daily around the country.

⁵ According to the IOM (2006), the United States is the chosen destination country for 98.2% of emigrants. The Migration Policy Institute estimates that more than 100,000 people transit Guatemala trying to reach the United States each year.

Due to Guatemala's geographical position, regional geology as well as the frequency of weather changes; it is very common that each year different regions of the country are affected by hurricanes, storms, droughts, earthquakes and volcanic eruptions.

Within these threats, the most frequent are those caused by geological fractures such as large-scale earthquakes and volcanic eruptions, hydro meteorological such as tropical storms, floods and landslides that are a combination of geophysical and hydro meteorological events.

1.1 Analysis of Main Rights Deficits

Participation deficit

As established in the Fourth World Conference on Women (FWCW) Platform for Action (1995), women's equal participation in political life plays a pivotal role in the general process of the advancement of women. It is not only a demand for simple justice or democracy, but can also be seen as a necessary condition for women's interests to be taken into account. Without the active participation of women and the incorporation of women's perspective at all levels of decision-making, the goals of equality, development and peace cannot be achieved. In a context where the 51% of the general population are women, the lack access for women, particularly indigenous, to decision making and control of resources has meant a general neglect.

During the last general election in 2007, 6 women (including 1 Mayan woman) were elected as Mayors from a total of 332 positions. In the Congress of the Republic, 19 women are Congresswomen of a total of 158 positions. In the Supreme Court, only 1 of 13 positions is occupied by a woman. In the Government, there are no female Ministers, and only 8 (2 Indigenous women) of 40 Vice-Ministers. In the Governmental institution responsible of the Emergencies (CONRED⁶), only 15% of the employees are women and very few of them occupy decision making positions. In 10 implementing partners of the ACT Alliance, only 3 women are emergency coordinators.

In the Christian churches the participation of women in power positions is weak. The Roman Catholic Church has no female priests or bishops. There is no consolidated statistical information on leadership roles of women in Evangelical churches grouped in the Evangelical Alliance, Association of Pentecostal Churches and the Christian Ecumenical Council of Guatemala⁷. In regards to Indigenous Peoples, there are four main traditional decision making structures where women are involved in different rates: midwives (approximately 99%), Kamal b'e (20%), Ajqui'j (40%) and Cofradias (15%). Midwives⁸ and Ajqui'js are related to the family and individual sphere, whereas Kamal b'e and Cofradias are related to public life.

Guatemala has ratified ILO 169 and the UN Declaration on Rights of Indigenous People but has constantly undermined the participation of the indigenous peoples, a fact also critiqued constantly by the ILO agreement. Guatemala's Supreme Court ruled that consultation processes undertaken by the communities affected by mining and hydroelectric projects are legal [due to national framework] but not legally binding. For indigenous peoples, the law (1990) to attract foreign investments is considered the third invasion⁹, because now in their territory there are almost 300

⁶ It is the National Coordinator for the Disasters Reductions (CONRED is the Spanish acronym).

⁷ There is no official census of religious affiliation of indigenous and non-indigenous people. The Catholic Church estimated that between 65 and 70 per cent of the population is Catholic (2009). The Evangelical Alliance estimated that 35 to 40 per cent of the population is Protestant. A survey conducted in 2006 by Latinobarómetro indicates that Catholics understand the 56,9 percent of the population and the Evangelical the 30.7 per cent. See www.state.gov/documents/organization/132742.pdf

⁸ Women who attend by natural methods instead of a doctor, the pregnant women and labor in rural communities

⁹ The third invasion means for indigenous people, the extractive projects that will affect indigenous territories and natural resources. The first invasion was the arriving of the Spain people in 1492 and then the cultural and religious invasion made during the colony. Due to

mining concessions and 37 hydropower projects in process to be approved¹⁰ and the communities were not represented on these processes. Extractive activities have direct environmental and health impacts for men, women, and children. However, the burden on women is often heavier due to the fact that they are responsible for water provision for the home and for taking care of their family's health.

Traditionally, society has assigned to indigenous women the significant role as 'stewards' of national and global natural resources and biodiversity; but then contradictory to this, they have not been included in the decision making and control of those resources by men and authorities in their own communities. Indigenous women are also repositories of varied and locally rooted knowledge systems that make an important contribution to the world's heritage. Significantly, indigenous women have a key role to play in peace brokering and conflict mitigation.

Equity deficit

A report by UNICEF from 2010 reflects that Guatemala is the country with the highest rate of chronic malnutrition in Latin America and the sixth worldwide¹¹. Frequently, the man eats first then children and in the end women. Even though there are not concrete researches regarding the close relation between gender practices of access to food in the family and the malnutrition situation of women, feminist approach find that both situations are directly interlinked¹².

In Guatemala, sexual and reproductive rights of indigenous and non-indigenous women are violated. Guatemalan women have a moderate level of protection under the country's Family Code. Most women face problems to use any form of family planning. Sexual violations and early pregnancies are common in the country. The legal minimum age for marriage is 14 years for women and 16 years for men¹³, but an exception can be made if the woman has a child or is pregnant. The incidence of early marriage in indigenous and non-indigenous population is quite high: a 2004 United Nations report estimated that 26 per cent of girls between 15 and 19 years of age were married, divorced or widowed. Representatives of the Sexual Health Observatory expressed their concern about the increase of young pregnancies, informing that in 2009, 49529 girls were pregnant, from which, 9586 births (19%) were from girls of less than 18 years old. From these, 9 girls are from 10 years old and 19 from 11 years old.

Guatemalan legislation upholds women's rights to ownership, but the reality is less straightforward. There are advantages enjoyed by men in marriage and disadvantages for women, especially those related to property and inheritance. Women's rights to inheritance are limited and frequently violated¹⁴. In one hand, women lose the inheritance from their fathers when they get married and in the other hand, due to the poverty situation, girls are forced to early marriages, which also means, early pregnancies. When land is allotted to a household, it is registered under the name of both spouses; however, when it is allotted to an individual, women benefit in only 10 per cent of cases¹⁵.

previous experiences (Chixoy hydroelectric) communities who are located near to those kind of projects, do not see positive these extractive activities. Death, land plundering, poverty, impunity and weakness of the State are identified as negative impacts.

¹⁰ See <http://www.noalamina.org/mineria-latinoamerica/mineria-guatemala/que-tan-novedosos-anunciados-lineamientos-politica-minera-guatemala>.

¹¹ <http://guatemala.nutrinet.org/areas-tematicas/materno-infantil/84-desnutricion-cronica-de-guatemala-es-la-mas-alta-de-latinoamerica-dice-unicef>

¹² Important reference about this situation we can find The Hunger Project regarding India.

¹³ Guatemala's Civil Code, Article 81

¹⁴ There are exceptions, as in some Mayan communities, where women and men inherit in same conditions.

¹⁵ There are no legal restrictions on women's access to land, but the percentage of female landowners is extremely low, as well as on women's access to bank loans in Guatemala. Access is, however, limited in practice because women often lack guarantees (such as title deeds).

Besides that, expansive foreign and national investment in extractive industries leads to deforestation and deterioration of water sources, biological multitude and land available for agriculture. Extractive industries (mining, hydroelectric and wood) largely operate in indigenous territories, which are the most impoverished areas of the country but leave little behind to local and national governments and citizens. These investments are against the will of the indigenous population as expressed in the 51 consultancies held by communities since 2005¹⁶, where more than 600,800 people said no to the extractive projects; which are presented as an important economic development, the reality has shown negative effects. The IMF, World Bank and local businesses has pressed for tax incentives and mining companies pay low taxes¹⁷ and hydropower investments are tax exempted for 10 years.¹⁸ The mining enterprises should pay 0.5% to the State of Guatemala and 0.5% to the municipality where they are located of their income each year. Despite the fact that almost all the extractive projects are located in indigenous territories, this population has no benefit of these projects, and the impacts are different between men and women, due to the gender power relations related to control and use of family income and health diseases, among others.

Protection deficit

Domestic violence, sexual violence and physiological aggressions are an extensive practice, which mainly exists in the private environment and in close relations. Due to the private dimension, this type of crime is easy for perpetrators to incur on. At public level, this situation also occurs often. There are not confident data regarding violence against women, particularly because women do not identify these practices as human rights' violations, or are not able to denounce it. The social perception of the problem suggests that violence against women is the main hidden face of the citizenship insecurity in Central America, at large, and in Guatemala in particular. In general, there is an estimation that 1 of 3 women have been victim of gender-based violence during their lives¹⁹.

From 2002 to 2008, 3997 women were assassinated in Guatemala. Only in 2009, 720 women were killed; an average of 60 deaths monthly, it means, 2 women killed daily²⁰. These statistics show that femicide²¹ sadly has been duplicated in the last years. Governmental and civil society statistics show that the impunity in femicide cases is close to the 98%. From 2000 deaths of women occurred between 2005 and 2007, only 43 sanctions have been established. This situation evidence the weak efficiency of the justice system, particularly linked to the investigation and sanctioning of these crimes that violate women's integrity and security. Torture, mutilation and sexual violations are aspects in women's deaths. Due to weak researches, there is not specific statistics about how many indigenous women have been victim of this phenomenon²².

¹⁶ See www.noalamina.org Article: Why oppose metals mining? From Camilo Salvadó (AVANCSO)

¹⁷ Marlin mining company was exempted to pay the Income Tax (ISR) until January 2008; and royalties that leaves the country on their profits, are only 1 per cent. See <http://www.resistencia-mineria.org/espanol/files/Marlin-BancoMundial.pdf>

¹⁸ This is expressed in the Law on Incentives for the Development of Renewable Energy projects, Decree No. 52-2003 of the Republic of Guatemala

¹⁹ United Nations General Assembly. In-Depth Study on All Forms of Violence against Women: Report of the Secretary General, 2006. A/61/122/Add.1. 6 July 2006.

²⁰ Report on Femicide and Violence against Women, Human Rights Ombudsman Office. March 2010. Page. 5

²¹ The Law against Femicide and other forms of violence against women in Guatemala (Bill 22-2008) defines femicide as "the violent death of a woman, caused in the context of relations unequal power between men and women, in the exercise of the gender power against women". Women's organizations add to this definition, three levels of femicide: intimate, non intimate and for connection.

²² To understand why femicide exists in Guatemala, it is important to understand the historical, cultural and socio-political context of gender inequality, misogyny, and continued corruption and impunity. Looking to the past, including Guatemala's 36-year internal armed conflict, sheds light on the current violence against women. The conflict, officially classified as genocide by the United Nations, resulted in the rape, torture, and murder of tens of thousands of Guatemalan women and girls. The civil war damaged the family structure, the community, and the nation. The Guatemalan army, paramilitary (civilian defense patrols) and police used violence against women as a weapon of war. Women are recognized in Guatemala (and many other cultures) as the givers of life, the transmitters of culture and the pillars of the community. Raping, torturing, and killing a woman is a way to destroy not only the individual woman, but to dishonor her family, her community, and her national and ethnic identity. Her honor is destroyed (as well as her emotional, physical, and mental

When it comes to extractive industries, these projects have been followed by social conflicts (violent in some cases), trafficking and pollution of the water and soil environmental degradation. Main conflicts are related to land expropriation, assassination of community leaders and demonstrators, particularly of indigenous people. Men dominates the wage labor related to this industry while the women in most cases are responsible for usage of water related to washing, cleaning and other household activities and hence the women again carry the heaviest burden.

In Guatemala, women are at a greater risk of heterosexual transmission of HIV²³. Women are less likely to be able to negotiate condom use and are more likely to be subjected to non-consensual sex. Women's childbearing role means that they have to contend with issues such as mother-to-child transmission of HIV. The responsibility of caring for AIDS patients and orphans is also an issue that has a greater effect on women. A 2007 survey in Guatemala reflected that 61% of women living with HIV, believed to have been infected during episodes of violence by their intimate partner²⁴.

During emergencies, women, boys and girls are at risk of rape, domestic violence, sexual humiliation and trafficking, especially in the shelters. Lack of proper procedures and women participation in preparation and response of emergencies put women and children at unnecessary risk. The distribution of food and other relief items are also mechanism of power that generates unequal relations and also contributes to increase gender and ethnic discrimination.

1.2 Role of local civil society and FBOs (in the context of state and market)

The CIVICUS Civil Society Report for Guatemala (2003-2005) established that civil society in Guatemala is diverse and very heterogeneous with confrontation over ideological and conceptual differences, as well as ethnic and class differences. It is a relatively young system in terms of organization and structure, with a wide scope of action. In Guatemala, civil society has an experience of more than five decades. Over the last few decades (1970s – 90s), civil society has been affected by three conditions: the political transformation towards democracy, an economic crisis within a global context and changes in organizational processes and interests.

However, the armed internal conflict contributed to the weakening of social organization where the levels of political and social participation are generally low. This is due in part to the repression and violation of human rights and the history of violence. In general, people show distrust to political and social institutions. In this sense, the social society is fragmented and with serious difficulties to promote changes.

Groups with the greatest presence are: NGOs, unions, social movements, peasants, women and indigenous organizations, churches, church related organizations, other faith based organizations, youth, environmental and groups promoting the defense of human rights. Demands generally concern the ineffectiveness of the State and the exercise of rights and freedom. The tendency of monopolization of information and positions of the civil society organizations in the city vs. the rural organizations is another aspect of the fragmentation, often amplified by ethnical and class differences. Civil society in Guatemala has been influenced by social and political trends around Latin America in the last decades.

integrity) thus destroying the collective identity and spirit of her family, community, and ethnic group.

²³ Biologically, women are twice more likely to become infected with HIV through unprotected heterosexual intercourse than men.

²⁴ HIV – aids and the violence against woman. Guatemala 2007. GGM, REDNOVI, ICW & Actionaid.

The context generated by the armed conflict in Guatemala, contributed to redefine the position of churches (Catholic and protestant) in the political and social levels. Arenas for social work were strengthened basically for class justice of peasants and poor, as well as advocates for human rights and the poor. Besides the important participation of religious leaders so far, both churches are traditionally conservative in regards with the role and position of women in the family and the society. In the last three decades, representatives of churches have also linked to political movements.

Civil society organizations promote democratic and non-violent principles. However, intolerance, gender inequality and eradication of poverty are challenges that must be noted. Generally, there is an under-representation of the traditionally marginalized groups in leadership and membership. After years of exclusion and invisibility, Indigenous and women organizations are currently at their most active at social and political level, due to the fact that they question and advocate for change in the main power relations: racism and gender. Both have created important arenas for social mobilization and participation. Political repression has generated that civil society is affected by the assassination of leaders as well as low profile of the struggles.

A vibrant and politically oriented civil society capable of making broad alliances is a prerequisite to change the present power relations. For Norwegian Church Aid, the role that civil society plays is a key factor for citizen empowerment that allows guaranteeing responsible governance at national and international level.

1.3 NCA's comparative advantages in country

Norwegian Church Aid's main strategy for a more just world is cooperation with national and local partners. Norwegian Church Aid works with partners through a rights-based approach to development. Norwegian Church Aid sees people living in poverty and injustice as right-holders, rather than as objects of charity. We accept individuals' legitimate claims to rights and life with dignity and we acknowledge that there are also duty-bearers with obligations to realize these human rights.

Norwegian Church Aid uses three rights-based working methods: long-term development aid, advocacy and emergency preparedness and response. Our integrated approach to these methods addresses the root causes of poverty and injustice by challenging those in power to fulfill their duties. We believe that this is the best means to achieving our development goals. A rights-based approach to development is one of Norwegian Church Aid's main strategies for social change, in which rights-holders should be involved in identifying key issues for change. Norwegian Church Aid prefers to work with local and national partners, and our locally rooted core partners are our main link to rights-holders.

Norwegian Church Aid has a specific calling to mobilize faith based organizations and promotes, strengthen and facilitate their commitment and engagement for social change in order to improve the living conditions and human rights of the most vulnerable groups in Guatemala, particularly in regards with gender justice and rights of indigenous people. Due to its nature, Norwegian Church Aid has shown good experience encouraging the churches to address gender-based violence and violence against women in all its manifestations in their own context. In Guatemala faith-based organizations (FBOs) and especially the churches are the main reproducers and legitimating of the patriarchy. Norwegian Church Aid has, hence as an FBO, a unique opportunity and responsibility to work with the FBOs to transform the patriarchic ideology in the churches.

In this context, Norwegian Church Aid's approach for supporting broad coalitions of FBOs (based on Christian and Mayan spirituality²⁵) and their linking with secular civil society and national coordination bodies for joint actions is its main value added. In addition it's important to press for changes within the FBOs themselves and to press for actual public participation on women's rights and against gender-based violence. Norwegian Church Aid is one of the few organizations in Guatemala working for participation and formation of women in governance structures in the churches and involving the churches in the work against gender-based violence. Norwegian Church Aid's participation in the ACT Alliance and alliance with Catholic sister organizations creates a potential for a broader impact.

Together with local and national partners and through strategic alliances, Norwegian Church Aid can respond rapidly to emergencies as well as designing long-term programs.

Established in Guatemala in 1976 after the major earthquake, Norwegian Church Aid has a long term uninterrupted commitment to partnerships, which combined with our highly competent national staff, provides trust and understanding of the local power relations.

Locally, Norwegian Church Aid is a committed member of ACT Alliance, the National Coordinator for Disaster Reduction (CONRED), and of the International Forum of NGO's (FONGI). Internationally, Norwegian Church Aid is part of the Humanitarian Information Network for Latin America and the Caribbean (REDHUM) and with the Coordination Centre for the Prevention of Natural Disasters in Central America (CEPRENAC).

1.4 Relevance in relation to development priorities

1.4.1 Relevance to national policies, plans and priorities

Based on the main country strategy to 2011-2015, Norwegian Church Aid supports the implementation of the following national policies and plans that are linked to international frameworks:

In general:

1. Political Constitution of Guatemala
2. Peace [Agreement on Socio-economic Aspects and the Agrarian Situation](#) (May 1996)
3. Peace [Agreement on the Strengthening of Civilian Power and the Role of the Armed Forces in a Democratic Society](#) (September 1996)
4. Law on Urban and Rural Development Councils (Decree 11-2002)
5. Municipal Code (Decree 12-2002)
6. Decentralization Law (Decree 14-2002)
7. Law of Social Development (Decree 42-2001)
8. National policy for Human Rights Education 2006-2015
9. Law for Free Access to Public Information (Decree 57-2008)

²⁵ The cosmivision is the way to see and to understand the world and the universe. From the Mayans, the cosmivision integrates and interlinks the spiritual, philosophical, scientific and social aspects. This last aspects includes believes, principles and values that guide the coexistence of peoples and their material environment (their relation with the planet and other living species). For that reason, the cosmivision in the daily life of the Mayan people are all the manifestations and expressions where human being is one of the elements in the life network. One important element of the Mayan cosmivision is the practices of the spirituality, which consist in the link between the energetic and the material environments. The relation of the human beings with the cosmos exists through the spirituality exercise. For the Mayan people, the universe is a whole thing, as well as for other ancestry cultures. It is integrality. Each one of the elements that integrate the cosmos has a reason to be, are interlinked and are complementary. One of the characteristics of Mayan Spirituality is that it doesn't exclude anyone. It is inclusive.

10. National Policy for Rural Integrated Development (Bill 196-2009)

For emergency issues:

11. National Coordinating Law for the Reduction of Disasters (Law #109-96)

For environmental issues:

12. Forestry Law (Decree 101-96)

13. Water Law (in process of approval, still under revision)

14. Mining Law (Decree 48-97)

15. Law of Protected Areas of Guatemala (Decree 5-90)

For indigenous people's rights:

16. Peace [Agreement on the Identity and Rights of Indigenous Peoples](#) (March 1995)

17. Law for National Languages (Decree 19-2003)

18. National policy for coexistence and elimination of racism and discrimination (2006)

19. Communitarian laws (in force by the informal use during decades)

20. Norway's efforts to strengthen support for indigenous peoples in Development Cooperation

For women's rights:

21. Law Against Domestic Violence (Decree 97-2006)

22. Law for the Dignify and Integral Promotion of Women (Decree 7-99)

23. National Policy on the Promotion and Integrated Development for Women 2000-2023

24. Action Plan for the Full Participation of Guatemalan Women 2002-2012

25. National Plan for the Prevention and Eradication of Domestic Violence and Violence against Women - PLANNOVI 2004-2014

26. Policy for the Promotion and Development of Guatemalan Women and the Plan for Equitable Opportunities 2008 - 2023

27. Law against Femicide and other forms of Violence against Women (Decree 22-2008)

28. Law against sexual violence, exploitation and human trafficking (Decree 9-2009)

1.4.2 Relevance to Norwegian development objectives

Norwegian Church Aid work in Guatemala also incorporates essential elements of the following Norwegian's development framework:

1. Norwegian Government Annual Budget for Development
2. The Norwegian Government's Action Plan for the Implementation of UN Security Council Resolution 1325 (2000) on Women, peace and Security
3. Norwegian action plan for environment in development cooperation (2006)
4. New Action Plan on women's rights and gender equality in development cooperation (revised plan launched March 2007)
5. Principles for Norad's Support to Civil Society in the South, Norad May 2009
6. The Mayan Program of the Norwegian Embassy in Guatemala

2. MAIN INTERVENTION STRATEGIES

2.1 Strategic Priorities and Programmes

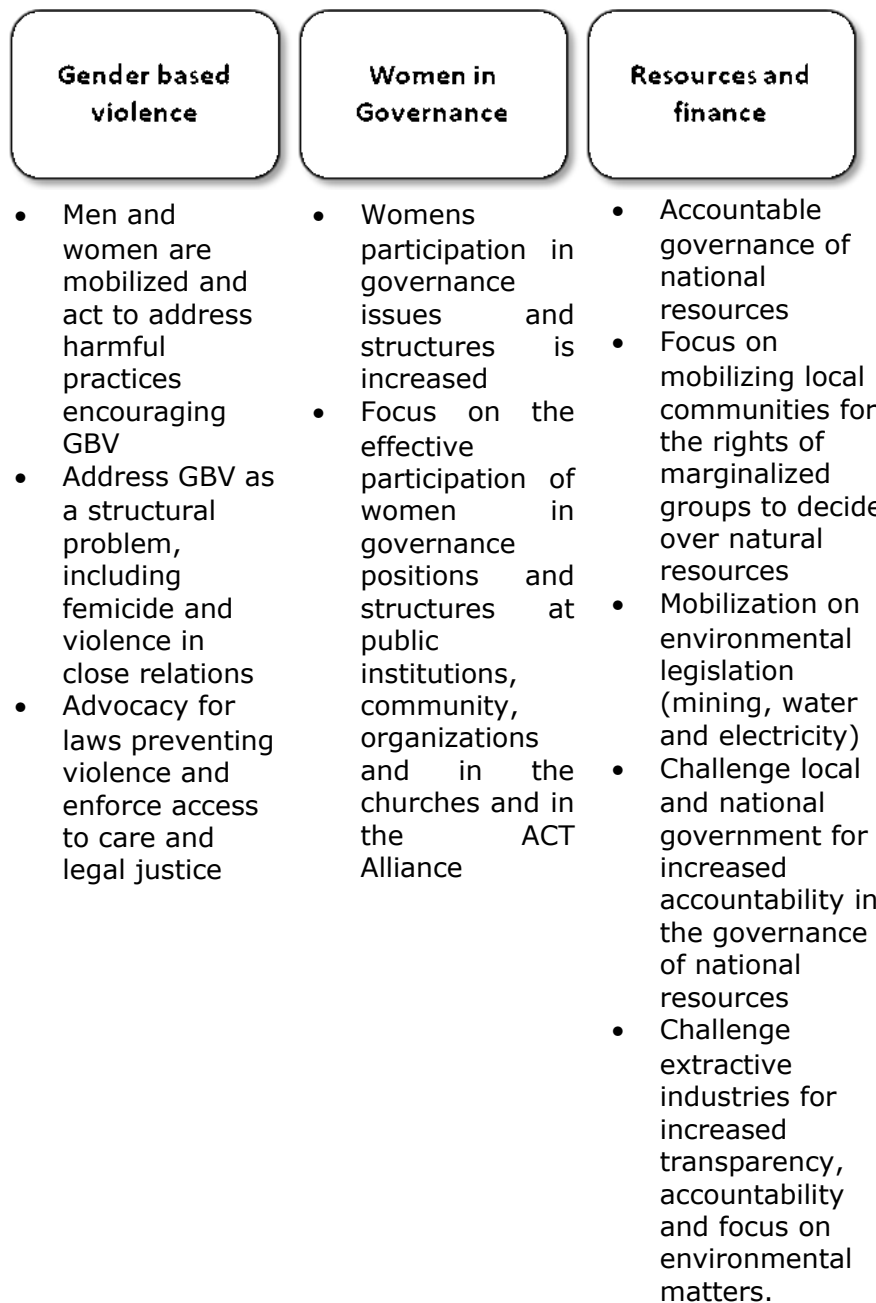
Norwegian Church Aid has one Strategic Priority in Guatemala: "*Gender Justice*". Norwegian Church Aid is convinced that the multiple forms of oppression in Guatemala are based on gender, class and race. For that reason, it is fundamental to transform the patriarchal and racist ideologies and power relations which sustain this triple oppression of the most vulnerable people. This strategy defines our work towards poverty eradication and a more just world.

Faith actors have a particular responsibility and potential to contribute towards this Strategic Priority. Through our programs, we translate our Strategic Priority into action. This is based on our comparative advantage and it reflects our integrated approach and efforts to create change, both locally and globally.

The programmatic emphasis in Guatemala will be on "*Gender based Violence (GBV)*" and "*Women in Governance (WIG)*". In addition, we will develop a program on "*Resources and Finance (R&F)*" focusing on indigenous people, extractive industries and women.

Having Gender Justice as the main intervention strategy implies that women's rights and the work with women will be the core of all programmatic work in Guatemala. Norwegian Church Aid CA recognizes to have the competence, partners and resources available to address this strategy.





Gender-Based Violence (GBV) Program:

The main reasons for this program are: GBV as a structural problem have to be addressed for sustainable change throughout the transformation of the power relations. Violence in close relations: this is the major form of violence against women and the principal inhibitor for women to demand and exercise their rights. Femicide: as the maximum expression of violence against women and the fact that

Guatemala is at present the second country in LA in number of assassination of women. This has been a major issue for the women's movement in Guatemala over the last decade and connects to their major legal initiative. In addition this is one of the areas that NCA and its partners have developed previous experiences.

Main rights holders: Girls, women, men and boys.

Main (moral and legal) duty bearers: Religious and traditional leaders, men and women, local and national government, and international community.

We will not focus directly on sexual and reproductive rights, early marriages and trafficking as NCA CA and their partners has limited experience on these issues and as there are other organizations making a considerable contribution.

Women in Governance (WIG) Program:

The transformation of the patriarchal structures requires the participation of women in decision making positions (and men) with a conscious and committed relation to the women's rights.

Main rights holders: Girls, women, men and boys.

Main (moral and legal) duty bearers: Religious and traditional leaders, men and women, local and national government, and international community.

We will not focus on formal education of girls and women as NCA CA and their partners have limited experience on these issues and as there are other organizations making a considerable contribution.

Resources and Finance (R&F) Program

Main rights holders: Marginalized communities, such as men and women of indigenous origin

Main (moral and legal) duty bearers: Religious leaders, local and national government, Extractive industries, and the international community.

For this strategic period we will develop a specific program: "The Mayan people and the defense of territory, nature and life".

We will not focus directly on access to land and productive projects for indigenous people as NCA CA and their partners have limited experience on these issues and as there are other organizations making a considerable contribution. ²⁶

2.2 Strategies for strengthening local civil society from a rights based approach

Mobilizing communities for social change

For various reasons, poor and marginalized people often lack the possibility to participate, and hence lack a voice in the governance of their own communities.

Norwegian Church Aid is committed with the promotion of inclusive communities where everyone has a voice and is shown respect. Dignity and rights are realized in

²⁶ Access to land is a structural problem in Guatemala. In this case is not linked with extractive industries.

community, in relationship to others. Mobilization of communities to claim their basic rights and engage duty bearers is therefore an important part of Norwegian Church Aid's rights-based strategy for change. This work is done through NCA's partners who are locally rooted and enjoy legitimacy in their own communities.

The main tasks of our partners in relation to mobilizing communities for change will be to empower the rights-holders through the strategies of: Enable voice, Raise awareness, Organize, Mobilize, Capacity building and Facilitate linkages.

From 2011-15, Norwegian Church Aid will in Guatemala actively seek to assist our core partners in creating linkages between local communities and resource organizations in view of contributing to strengthen people's self-confidence and belief in own forces as a starting point for lasting change. Furthermore, we will actively work to assist our partners to be better:

- At including the women (the actual right holders) in investigation, decision making, design and monitoring of the development projects implemented by NCA's partners and other organizations working in their own communities.
- To facilitate access to arenas for advocacy and decision making for the women (the actual right holders) at local, regional and national levels.
- To ensure that the women (the actual right holders) are organizing themselves and take part in women's networks independent of the partner organization.

Building vertical and horizontal alliances and networks

Norwegian Church Aid recognizes that we can contribute to change only through cooperation and coordination with others. Creating synergies between partner organizations on different levels is an important opportunity for contributing to creating change.

Horizontal alliances on the national level is primarily the arena of NCA partners (as the women's movement coordinating in "Network against Violence (REDNOVI)" and the Mayan movement coordinating in Waquib Kej and the Concejo de los Pueblos del Occidente). One of the primary strategies of NCA in Guatemala is to involve the FBOs in the alliances with the existing coordination bodies. Besides that, the involvement of NCA in the International Forum of NGOs (FONGI) in Guatemala is important to lift up a better understanding and work on gender-based violence and Indigenous People rights in a boarder way. For humanitarian response, NCA will strengthen the participation in the National Coordinator for Disaster Reduction (CONRED), the Humanitarian Information Network for Latin America and the Caribbean (REDHUM) and with the Coordination Centre for the Prevention of Natural Disasters in Central America (CEPRENAC).

Within Norwegian Church Aid, we will also play an active role in facilitating a process to mobilize religious leaders for economic justice related to mining on a world wide scale with specific focus on the role of the leaders from Southern Africa, Central America, Scandinavia and Canada. The process will start in September 2010 with a South-South interchange on mining between some religious leaders from eastern and southern Africa, and religious leaders from Central America in San Marcos, Guatemala. At the beginning of 2011, this process will continue with the participation in a meeting before the General Assembly of Gold Corp. in Canada. An action plan will be defined after this activity. Fredskorpset will play a role in this work, as it connects to the "Just World-Exchange", where also Guatemala will receive a participant from Norway in 2011.

On the global level, Norwegian Church Aid can also contribute to facilitating networks and participation in advocacy initiatives, for instance when Norwegian Church Aid coordinates with other Norwegian organizations for advocacy in Norway, principally with FOKUS, JURK, LAG, FIVAS and NPA, and with other European organizations such as APRODEV and CIFCA. The basic idea is to strengthen the work of Norwegian Church Aid in regards with gender-based violence and Indigenous Peoples.

The main network for Norwegian Church Aid however is the ecumenical network where the ACT Alliance brings together communities, congregations and organizations from all over the world in a common struggle for global justice. The ACT Alliance is also a good mechanism for mobilizing resources that are needed in order to achieve this goal.

In the period for this strategy, Norwegian Church Aid will contribute to strengthening vertical links between national and global contexts first and foremost by contributing to the development of the ACT Alliance.

Due to the large presence of Catholic Church (and the importance of an ecumenical approach) in the region, Norwegian Church Aid will also maintain coordination with catholic organizations like CAFOD and CRS for their work with the Catholic Church.

Mutual capacity development

Norwegian Church Aid recognizes that in our partner relations, we all bring to the table different competences and capacities. Bringing these areas of expertise together by valuing different capacities is what partnership is about.

During this strategic period, Norwegian Church Aid and core partners in Guatemala will develop Joint Long Term Capacity Development Strategies. These strategies will guide Norwegian Church Aid and partners in terms of maximizing resources, creating better synergies and facilitating occasions for sharing and learning. NCA develops partner's capacities in the strategic thematic.

The ACT Alliance Forum gives ample opportunity for capacity development through sharing of human and knowledge resources and learning in common and complementary areas of interest and expertise. Norwegian Church Aid will focus particularly on using the ACT Alliance Forums as arenas for mutual capacity development for our own organization and for our national partners. The participation in these Forums is a good opportunity for us to be challenged and to reflect on own practice. The cooperation agreement with the Norwegian platform for women's organization FOKUS brings another learning arena for NCA in Guatemala. NCA plays an active role in the ACT Alliance in Gender Working Group.

The mutual capacity building must also include right holders and ensure transparency towards these. The HAP framework provides guidelines to develop routines and control mechanisms with the aim to strengthen accountability and transparency towards right holders.

2.3 NCA Integrated Approach

NCA's integrated approach is based on three rights-based working methods: long-term development aid, advocacy and emergency preparedness and response, which aim us to address the root causes of poverty and injustice by challenging those in power to fulfill their duties.

Long term development

Support processes whereby poor and marginalized women and men are empowered to increase their opportunities for living self-sustaining and dignified lives.

Emergency assistance and preparedness

Assist in saving and protecting the lives of people in disaster situations. Provide timely, appropriate and adequate assistance for strengthening the capacities of local communities to cope with disasters while preserving their dignity.

Advocacy

Together with our partners, Norwegian Church Aid works to influence political decisions made by individuals, communities, government, religious leaders and businesses with regard to issues that affect the political, economic and social rights of the poor.

This integrated approach represents a methodological challenge that invites us to work together with our partners to introduce the rights of women as the central work, making this a mainstreaming issue in all our actions and to find that each partner identify and promote advocacy activities in the daily work with communities and target groups.

In Guatemala, the main foundation for Norwegian Church Aid work is in advocacy, but in a country with immediate needs due to very weak state, extreme poverty and frequent disasters, it is necessary to also address resilience through disaster risk reduction and emergency preparedness and empowerment as prerequisites for people to participate in advocacy. Also as an external international actor we have greater legitimacy from all actors (right holders and duty bearers alike) with an integrated approach. Norwegian Church Aid's advocacy work should include actions at national, regional and global levels. With the ACT Alliance being established, it will be evident also here how we succeed in integrating our working methods based on development, emergency and advocacy.

Gender Justice will be the main strategic intervention in all three approaches with advocacy for women's rights in relation to national legislation and reformation of the state, empowering of women in and through our development work and in emergency preparedness. NCA will continue its leading role in promotion of gender analysis and women's rights in ACT Alliance and secondly towards the other key coordinating bodies. As part of the Gender Working Group of ACT Alliance, we are in a good position to influence this issue. This arena will be useful to provide inputs from the region in the discussions in Geneva.

One main methodological challenge is to make operational the three rights-based methods into practice, both in the thematic programs of Norwegian Church Aid and in the projects of partners. To achieve this integration, it has been identified that the Norwegian Church Aid's programme officers will be responsible to advice and follow up the integral approaches of the partners' projects. To do that, Norwegian Church Aid staff will need training and will also be supported and accompanied by the local gender coordinator, mainly, because the work of partners include specific actions related to long-term development, advocacy and emergency assistance. To make it operative it should look into concrete actions to actively incorporate women in the all the levels responding to emergencies; to assess how women are involved in the design of projects; to advice how to assess the impact that long-term development actions will affect differently to women and men; to include advocacy activities as part of the long-term and emergency objectives of the project for the transformation of patriarchal practices at family and community levels, for instance.

NCA's integrated approach looks at working methodologies which include Disaster Risk Reduction (DRR), broader disaster/emergency preparedness, first phase emergency response and longer term sustainable development, thereby cutting across the emergency to development continuum. NCA emergency preparedness planning and

plans are essential to this multi-faceted approach and include assessment of women, men and children's vulnerability to disasters in Guatemala, and outlines how NCA envisages an emergency response especially within the context of the ACT Alliance. Both NCA Guatemala and the national ACT forum have developed plans for emergency preparedness and response.

Regional collaboration and synergy between NCA in Central America, Brazil, and Haiti/ Dominican Republic is planned in terms of disaster risk reduction, emergency preparedness and when it is possible in Response to emergencies. Collaboration and synergy will be sought through and between ACT Forums in the region, as well as from one NCA partner to another throughout the region. The aim with this regional collaboration is to build capacity of NCA partners, share experience and lessons learned and include regional collaboration in the country specific emergency preparedness plans and eventually in Response. This collaboration will be supported from NCA HO, when necessary.

2.4 NCA Accountability Commitments

Norwegian Church Aid will during this planning period focus on further development and quality assurance of our accountability to right-holders, host communities, partners and other stakeholder based on the HAP accountability and quality managements standards. Focus will be on provision of information, securing participation and developing systems for feedback and complaints focusing on right-holders and host communities during all phases of project and program implementation.

Norwegian Church Aid is also committed to apply the Sphere Project, IASC Guidelines and ACT Alliance standards and guidelines, as well as their own accountability mechanisms as Code of Conduct and Routine & Guidelines to optimize effect and efficiency of our resources.

Clear commitments and expectations on accountability in our relationship with partners will also be developed and adapted to the specific partnerships. Particular emphasis will be done to the three steps accountability process: information, participation and feedback. To achieving the HAP Certification, Norwegian Church Aid will develop a complete work plan that starts with the self-assessment process and throughout the implementation of actions defined, will conclude in 2015 with the local certification.

2.5 NCA Commitments to mainstreaming development principles

NCA will during this planning period focus on further development and quality assurance of our accountability to right-holders, host communities, partners and other stakeholder based on the HAP accountability and quality managements standards^[1]. Focus will be on provision of information, securing participation and developing systems for feedback and complaints focusing on right-holders and host communities during all phases of project and program implementation. Clear commitments and expectations on accountability in our relationship with partners will also be developed and adapted to the specific partnerships.

^[1] HAP :Humanitarian Accountability Partnership. The HAP Accountability and Quality management standards: [http://www.hapinternational.org/pool/files/hap-2007-standard\(1\).pdf](http://www.hapinternational.org/pool/files/hap-2007-standard(1).pdf)

2.5.1 Gender equality

Grounded in NCA Statement of Principles and policy documents by both WCC, ACT and LWF, NCA has a commitment to women's rights and gender equality which recognizes that gender inequalities and continued discrimination of women are based on unequal power relations, access to resources and assets. A right based approach to changing this through addressing the distribution of power, resources and responsibilities whilst challenging men's attitudes, behavior and patriarchal structures and values is how NCA foresees contributing to greater gender equality outcomes.

Based on this NCA applies the guiding principles of gender-sensitive planning and implementation. NCA as part of the ACT Alliance is also committed to promoting gender equality as a common value and gender mainstreaming as a method of work to achieve gender equality through the ACT's Gender Policy Principles (<http://www.act-intl.org/manual.php>). The Policy Principles outlines how this should be done in humanitarian action, long term development and advocacy.

To mainstream gender equality therefore NCA country offices will undertake gender analysis which is meant to ensure that gender relations and their implications are clarified and ensure that these differentials are addressed, with the objective of greater gender equality in policy and programming outcome. This knowledge will be incorporated into organizational action and especially decision-making. Capacity development, development of clear responsibilities and follow-up plans will take place at each country office, guided by the Gender Equality and Action Plan 2011-2015.

2.5.2 Conflict sensitivity

NCA has in its Statement of Principles and in its Global Strategy committed itself to Conflict Sensitive Programming. External aid will always impact the context where it is provided. An intervention can facilitate or hinder long-term peace and development. Conflict Sensitive Programming is about how assistance shall be provided in violent conflict settings to help local people disengage from the violence that surrounds them, and begin to develop alternative ways for addressing the problems that underlie the conflict, rather than feeding into and exacerbating the conflict.

NCA's methodology for conflict sensitive programming is drawn from the Do No Harm Project (DNH), which is coordinated by Collaborative for Development Action in Boston USA (www.cdainc.com). This approach draws upon 20 years of evidence, showing predictable patterns of impact that external assistance has on Dividers (actors who threaten to peace and stability) and Connectors (actors who support to peace and stability). This evidence is the basis for the DNH training material, which NCA will use to equip staff and partners to develop options for conflict sensitive programming.

All NCA program staff shall be given an introductory DNH training. NCA shall also facilitate training in DNH - or equivalent conflict sensitive programming - for program staff of implementing partners. Reference to conflict sensitive programming will be integrated into all NCA program formats. NCA and partners' program staff will utilize a DNH check list in the planning and monitoring of projects. DNH analysis will be required of all programs and projects introduced through emergency interventions and in situations where programs are development in a context of conflict. It is also recommended that the DNH check list be consulted for all NCA program implementation to minimize unintended negative impacts of NCA's programs.

2.5.3 Environmental sustainability

Grounded in NCA Statement of Principles is a commitment to the protection of the environment as part of the Creation with its inherent value that shall be respected and preserved. NCA shall contribute to the sustainable management of natural resources for the common good of all humanity and the benefit of future generations.

A right based approach will be used to achieve this through addressing the distribution of power, resources and responsibilities to rights holders, whilst challenging the behaviour and values amongst duty bearers, is how NCA foresees contributing to sustainable development outcomes.

Based on this NCA applies the guiding principles on Climate Change for ACT Alliance programmes. NCA as part of the ACT Alliance is committed to promote justice and rights for women, men and children affected by climate change. The Guiding Principles on Climate Change for ACT Alliance programmes outlines how this should be done in humanitarian action, long term development and advocacy.

NCA will aspire to the following environmental standards in the next strategy period:

- Address environmental concerns and climate change in strategic planning in all aspects of the project cycle
- Identify the impact that climate change is having on the lives of right holders targeted by our activities by using the rights based criteria in programme development in order to foresee risks and take action in order to protect them.
- Plan for the effects that future climate change will have on the same right holders
- Support adaptation, mitigation and emergency response measures that do not have a negative impact on the environment.
- Secure the climate programme in order to lay the ground for climate proofing of the portfolio in the future.

3. FUNDING STRATEGY

3.1 Resource Frames 2011-2015

Programme Area	Funding Source	Expected funding for the planned years 2011-2015 (Million NOK)				
		2011	2012	2013	2014	2015
Gender-based Violence	NORAD/NCA	0.5	0.5	0.5	0.5	0.5
	EU	*1.0	1.0	1.0	1.0	1.0
	OTHER	**0.5	0.5	0.5	0.5	0.0
	SUBTOTAL	2.0	2.0	2.0	2.0	1.5
Women in Governance	NORAD/NCA	1.0	1.0	1.0	1.0	1.0
	EU	*1.0	0.5	0.5	1.0	2.0
	OTHER	0.0	0.5	0.5	1.0	0.5
	SUBTOTAL	2.0	2.0	2.0	3.0	3.5
Resource and Finance	NORAD/NCA	1.5	1.5	1.5	1.5	1.5
	EU	0.0	0.0	0.5	0.5	1.0
	OTHER	0.0	0.5	0.5	0.5	0.5
	SUBTOTAL	1.5	2.0	2.5	2.5	3.0
	SUBTOTAL COUNTRY	5.5	6.0	6.5	7.5	8.0
Regional Office and Initiatives	NORAD/NCA	5.5	5.5	5.5	5.5	5.5
	EU	*0.5	0.0	0.0	0.0	1.0
	OTHER	0.0	0.0	0.0	0.0	0.0
	SUBTOTAL	6.0	5.5	5.5	5.5	6.5
GRAND TOTAL		11.5	11.5	12.0	13.0	14.5

*) Assumes new EU projects, one might start 2011 in Guatemala

***) Other: assumes small funding from PNUD, UNIFEM, DIPECHO, and other co-funding of new programme in 2011

3.2 Proposed funding strategy

To develop and secure its planned strategy and programs in Guatemala and to enhance impact, Norwegian Church Aid will need to increase its funding base until 2015 to a total of approximately 8 MNOK. To achieve that, as minimum, two running new projects are needed to make this possible during the strategy period.

3.2.1 Main funding sources

Although NORAD and Norwegian Church Aid own funds will still be the main financial sources for 2011-15, the Regional Office of Norwegian Church Aid in Guatemala will work strongly to get funds from other funding resources at national, regional and international levels; both from multi and bilateral organizations.

3.2.2 Diversification strategy

Gender Justice in Central America is one of the most important priorities for main international development organizations. Norwegian Church Aid will apply for funds to the European Commission, United Nations structure (particularly, to concrete funds for women), Agencies for Development Cooperation of some countries (particularly from Europe and the United States), and other relevant possible local initiatives.

3.2.3 Capacity assessment

Technical funding capacities for local staff must be developed. The exchange of experience with other organizations (as Christian Aid) will be needed to strengthen Norwegian Church Aid's funding capacities at local level. In addition, there will be needed partners' assessments to identify those organizations that could implement projects for other donors.

3.2.4 ACT Alliance coordination

Due to its structure, ACT Alliance mobilizes financial and technical resources. Taking into account the dynamic that ACT Alliance will developed in Guatemala, it could be possible to access to some specific program funds from those organization members that will change their work in Guatemala. As Norwegian Church Aid will lead the ACT Alliance in Guatemala, the national programs and budgets could be stronger and bigger.