

Guatemala - Summary Report

WPS National Action Plan (NAP) Status:

Guatemala adopted a NAP in 2017, but it did not have a specific time frame for its implementation or expiration.

Overall Assessment:

Guatemala is an active supporter of the WPS agenda, and the NAP has paved the way for the inclusion of the WPS principles in its security and defense institutions. However, implementation of the NAP is hard to measure given the lack of a monitoring and assessment mechanism to evaluate progress or determine impact. Guatemala has low representation of women in the military and police, with few to no women serving in the senior ranks.

National Importance/Political Will:

Guatemala is a signatory of key international legal frameworks on gender equality. Guatemalan women took a leading role in ending the recent civil war, which lasted from 1960 until 1996, but they were subsequently underrepresented in the formal peace processes and negotiations.¹ Most institutional mechanisms for the advancement of women's rights in the country are derived from the Peace Accords (signed at different stages after the civil war ended). The most relevant of these is the creation of the Women's Secretariat. Gender equality is also enshrined in Article 4 of the Constitution, and there are other laws, such as the Law of Dignification of the Integral Promotion of Women.² Among the most relevant strategies for women's equality is the National Policy for the Promotion and Integral Development of Women and Equal Opportunities Plan 2008-2023 that is implemented by the Secretariat.³ Although it does not make a direct reference to UNSCR 1325, it directs the police to take specific actions. For example, they are directed to create programs that prevent discrimination within the institution and to acknowledge the multiethnic facet of Guatemala. This is not a minor feature, since more than 80% of the victims in the civil war were indigenous people, including many women who were victims of sexual assault⁴ and forced domestic slavery.⁵ The Ministry of National Defense (MoND) is not mentioned in this document.

Guatemala's NAP was developed by the Inter-Agency Roundtable on Women, Peace and Security (MIMPAZ). This roundtable was created in 2012 with the purpose of promoting and facilitating the implementation of the WPS agenda. Both the MoND and the national civil police are members of MIMPAZ. Nonetheless, the principles of WPS are not explicitly mentioned in the most

¹ PeaceWomen, "National Action Plan: Guatemala", Women's International League for Peace and Freedom, at <https://www.peacewomen.org/action-plan/national-action-plan-guatemala>

² <http://extwprlegs1.fao.org/docs/pdf/gua134317.pdf>

³ Secretaría Presidencial de la Mujer (SEPREM), *Política Nacional de Promoción y Desarrollo Integral de las Mujeres y Plan de Equidad de Oportunidades*, (Ciudad de Guatemala, Guatemala: SEPREM, Nov 2009), at http://www.segeplan.gob.gt/downloads/clearinghouse/politicas_publicas/Derechos%20Humanos/Politica%20Promoci%C3%B3n%20y%20desarrollo%20Mujeres%202008-2023.pdf

⁴ UN Women, *Sepur Zarco case: The Guatemalan women who rose for justice in a war-torn nation* (UN Women, October 19, 2019), at: <https://www.unwomen.org/en/news/stories/2018/10/feature-sepur-zarco-case>

⁵ UN Women, 2019, op. Cit.

important security documents, such as the Framework Law of the National Security System⁶, the Pact for Security, Justice and Peace,⁷ or the National Defense Book.⁸

Institutional Policy and Practice

Strategy, Plans, and Policy

The NAP outlines a set of operational actions to create and implement gender equality policies in the national security system, including the national civil police and the Ministry of National Defense. It calls for: 1) the full participation of women at all decision-making levels; 2) measures to prevent violence against women; and 3) the commitment to ensure work-life balance for women serving in the ranks.⁹ Nonetheless, the WPS principles are absent in strategy, policy or planning documents, and in any field manuals, both from the military and the police. They are also not integrated into military or police operational policy planning processes. The MoND, through Government Agreement No. 30-2016, created the Department of Gender, General Directorate of Human Rights and International Humanitarian Law¹⁰. The NAP was co-designed by this department, which also serves as a GENAD. However, this position is not part of the General Staff of National Defense. In the case of the police, a GENAD is part the Gender Unit of the General Sub-directorate for Violence Prevention. GENADs have received training from the Presidential Secretariat of Women. No GFPs have been assigned to the military or the police.

The police have a Department for Gender Equality that is part of the General Sub-directorate for Crime Prevention. The Comprehensive Community Security Police Model does mention gender equality as a priority for the institution, but it is not linked to operational practices.¹¹ The policy document closer to the WPS agenda is the Police Didactic Manual for the Prevention of Cases of Violence Against Women.¹²

⁶ Secretaría Técnica del Consejo Nacional de Seguridad (STCNS), *Ley Marco del Sistema de Seguridad Nacional*, (Ciudad de Guatemala, Guatemala: STCNS, February 2018), at https://stcns.gob.gt/wp-content/uploads/2018/09/06_Ley_Marco_SNS_.pdf

⁷ Ministerio de Gobernación (MinGob), *Pacto por la Seguridad, la Justicia y la Paz*, (Ciudad de Guatemala, Guatemala: MinGob, May 2012)

https://www.plazapublica.com.gt/sites/default/files/pacto_por_la_paz_la_seguridad_y_la_justicia.pdf

⁸ Ministerio de la Defensa Nacional, *Libro de la Defensa Nacional de la República de Guatemala*, (Ciudad de Guatemala, Guatemala: MinDef, 2015), at

https://www.mindef.mil.gt/datos_abiertos/pdf/Libro%20de%20la%20Defensa.pdf

⁹ MIMPAZ, *National Action Plan for the Implementation of Resolution 1325 of the United Nations Security Council and Related Resolutions on Women, Peace and Security*, (Ciudad de Guatemala, Guatemala: MIMPAZ, 2017), at https://gnwp.org/wp-content/uploads/Guatemala-NAP-2017_DP160100212.pdf

¹⁰ Ministerio de la Defensa Nacional, *ACUERDO GUBERNATIVO NÚMERO 130-2016*, (Ciudad de Guatemala, Guatemala: MINDEF, June 2016), at <http://www.dgam.gob.gt/ACUERDO%20130-2016.pdf>

¹¹ Dirección General de la Policía Nacional Civil, *Modelo Policial de la Seguridad Integral Comunitaria*, (Ciudad de Guatemala, Guatemala: PNC, August 2014), at <https://pnc.edu.gt/wp-content/uploads/2015/11/Manual-MOPSIC1.pdf>

¹² UNFPA Guatemala, *Manual Policial Didáctico para Prevención de Casos de Violencia Contra la Mujer para niños, niñas y padres de familia*, (Ciudad de Guatemala, Guatemala: UNFPA, February 2020), at: <https://guatemala.unfpa.org/es/publications/manual-policial-did%C3%A1ctico-para-prevenci%C3%B3n-de-casos-de-violencia-contra-la-mujer-para>

Gender in the Ranks (Military and Police)

Service	Men	Women	Percent Women
Army		1,395	
Army Senior Women			
Navy			
Navy Senior Women			
Air Force			
Air Force Senior Women			
National Police		6,671	16%
National Police Senior Women			
Women Deployed	162	14	8% ¹³

All positions in the military and police are technically open to women. However, women serve in extremely low numbers and at the lowest ranks. Women comprise less than 8%¹⁴ of the armed forces and 16% of the police. To date, no women have been promoted beyond the rank of colonel in the military, and there are no target goals to increase the percentage of women in the ranks. In the police, some women have reached senior ranks. Although the NAP calls for the full participation of women at all decision-making levels, there has been little progress on this front.¹⁵

Work Environment

Family Policies: Women receive 84 days of paid maternity leave in both the military and the police. Childcare is also available.

Anti-Harassment and Abuse Policies: Programs against sexual harassment and sexual abuse to protect personnel within the military and the police exist, but they are not transparent. Every year, personnel participate in conferences, workshops, and preventive talks related to sexual harassment and sexual abuse, but it is not possible to assess their impact or effectiveness. There is also a prevention program to address issues of military and police personnel as perpetrators of violence against civilians.

Equipment and Facilities: There is some equipment and uniforms specifically designed for women in the military and the police, as well as facilities for women in both institutions in the areas where they serve.

¹³ This figure is for Guatemala’s participation in UN missions. See: Peace Keeping United Nations, *Summary of Troops Contributing Countries by Ranking Police, UN Military Experts on Mission, Staff Officers and Troops 2020*, (Peace Keeping United Nations, 2020) at: https://peacekeeping.un.org/sites/default/files/2_country_ranking_13.pdf
¹⁴ Alicia Álvarez, “Un país sin generalas: las mujeres en el Ejército de los hombres,” *Plaza Pública* (April 23, 2019), at <https://www.plazapublica.com.gt/content/un-pais-sin-generalas-las-mujeres-en-el-ejercito-de-los-hombres>
¹⁵ Redacción Diario La Hora, “Mujeres fortalecen a la PNC con su capacidad e inteligencia; hay 5 mil 451”, *Diario La Hora* (August 9, 2017), at <https://lahora.gt/mujeres-fortalecen-a-la-pnc-con-su-capacidad-e-inteligencia-hay-5-mil-451/>

Training, Education, and Exercises

Guatemala has a specialized training center for personnel who participate in UN missions. The Regional Training Command of Peacekeeping Operations (CREOMPAZ) includes courses on how to employ a gender perspective.¹⁶ The principles of WPS are integrated into the education and training of military and police personnel at every level of the hierarchy. This training is also available for the staff. Nonetheless, there is no information on the frequency of this training or who provides it. Personnel consistently receive training on the prevention and response to sexual violence and sexual exploitation and abuse. The training is both internally (within the organization) and externally (UN missions) focused.

Monitoring/Reporting and Evaluation:

Information published by MIMPAZ this year indicates that a Monitoring and Evaluation System of the NAP has been presented by UN Women Guatemala, but no further report was located.¹⁷ This is relevant since there are no national or agency level requirements to monitor or to report on progress in meeting the WPS agenda, despite this being a requirement of the NAP. The involvement of civil society is mentioned in the NAP, but no specific information is available about their current involvement in monitoring and reporting. The police and the military collect sex-disaggregated data, but it is not made publicly available.

Recommendations: Guatemala has the opportunity to reaffirm its commitment to the WPS agenda by publishing a second NAP that builds upon the successes and limitations of the first version. A new NAP must clearly identify responsible agencies in both the military and police, provide resources, identify goals, set a time frame for implementation, and provide clear indicators to measure advancement. In this regard, it would be valuable to include the Technical Secretariat of the National Security Council, as they coordinate the institutions of the national security system. Additionally, there must be independent and transparent monitoring and evaluation that include civil society organizations. The military and police should solicit input from women in the field with operational experience. Military and police leadership must take specific steps to guarantee the participation of women in their ranks, particularly as flag and general officers, and must mainstream a gender perspective in the institution, for example, by implementing a transparent permanent program to prevent and punish sexual harassment and assault within the ranks.

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¹⁶ Ministerio de la Defensa Nacional, *Comando Regional de Entrenamiento de Operaciones de Mantenimiento de Paz (CREOMPAZ)*, (Ministerio de la Defensa Nacional), at: https://www.mindef.mil.gt/Organizacion/4misiones_paz/2creompaz/creompaz.html

¹⁷ Secretaría Presidencial de la Mujer (SEPREM), *Cuarta reunión ordinaria de la Mesa Interinstitucional sobre Mujeres, Paz y Seguridad -Mimpaz*, (Guatemala: SEPREM, August 13, 2020), at: <https://seprem.gob.gt/cuarta-reunion-ordinaria-de-la-mesa-interinstitucional-sobre-mujeres-paz-y-seguridad-mimpaz/>