

OXFAM AMERICA
Evaluation Report

STRATEGIC REVIEW OF THE PROGRAM TO PREVENT GENDER-BASED VIOLENCE

**EL SALVADOR AND GUATEMALA, NATIONAL
LEVEL, 2013-2015**

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OXFAM
America

As part of our commitment to accountability and learning, Oxfam will share conclusions and recommendations from evaluations. Internally we will share with relevant stakeholders, ensuring that they have an opportunity to participate in discussion of those results in meaningful ways. We will also publish the evaluation reports on our website in accessible language.

As a rights-based organization, accountability, particularly to the communities we seek to serve, is of the highest importance to us. For Oxfam, accountability requires Oxfam to regularly and honestly assess the quality of its work, share and learn from its findings with primary stakeholders, and apply that learning in future work.

This is an evaluation of Oxfam America's Gender-Based Violence Program. The program has been operating in El Salvador since 2005 and Guatemala since 2009 and this evaluation covers the work undertaken between 2013 and 2015.

The major evaluation activities took place between November 2015 and March 2016. The evaluation was carried out by Laura Roper through a competitive process and reflects the findings as reported by her as validated with stakeholders. The evaluation was managed by Florence Santos, Global MEL Manager and Eloisa Devietti, Program Policy Advisor from Oxfam America, and commissioned by Florence Santos of the LEAD Department.

For additional information regarding the evaluation Terms of Reference, please refer to the report appendices.

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LIST OF ABBREVIATIONS AND ACRONYMS

AMS	Asociación de Mujeres Salvadoreñas/Association of Salvadoran Women
AMT	Asociación de Mujeres Tecleñas/Association of Women of Santa Tecla
CAMEXCA	Central America, Mexico and the Caribbean region
CNJ	Consejo Nacional de la Judicatura/National Judiciary Counsel
CPVG	Campaign for the Prevention of Gender-Based Violence by Spanish Acronym
CSJ	Corte Suprema de Justicia/Supreme Court of Justice
CSO	Civil Society Organization
DAC	Development Assistance Committee (at the Organization for Economic Cooperation and Development)
DDHH	Derechos Humanos/Human Rights
ES	El Salvador
FGR	Fiscalía General de la República/Office of the Attorney General
FIECA	Fundación Innovaciones Educativas Centroamericanas/ Foundation for Central American Educational Innovations
FJG	Fundación Justicia y Género/Foundation for Justice and Gender
FY	Fiscal Year
GBV	Gender-Based Violence
GPM	Grupo Parlamentario de Mujeres/Parliamentary Group of Women
IDHUCA	Instituto de Derechos Humanos de la Universidad de Centroamericana/Institute of Human Rights of Central America University
IML	Instituto de Medicina Legal/Institute of Legal Medicine
ISDEMU	Instituto Salvadoreño para el Desarrollo de la Mujer/Salvadoran Institute for the Development of Women
ISNA	Instituto Salvadoreño para el Desarrollo Integral de la Niñez y Adolescencia/Salvadoran Institute for the Development on Children and Adolescents
LEIV	Ley Especial Integral Para Una Vida Libre de Violencia/Special Integral Law for a Life Free from Violence
MINED	Ministry of Education
MOU	Memorandum of Understanding
MSM	Movimiento Salvadoreño de Mujeres
ONUMUJER	UN Women
ORMUSA	Organización de Mujeres Salvadoreñas de la Paz/Organization of Salvadoran Women for Peace
PDDH	Procuraduría para la Defensa de Derechos Humanos/Ombudsman for the Defense of Human Rights
PGR	Procuraduría General de la República/General Ombudsman for the Republic (roughly equivalent to Victim Services)
PNC	Policía Nacional Civil/National Civil Police
PPGV	Program for the Prevention of GBV
PSP	Program Strategy Paper
SCO	Strategic Change Objective
UNESCO	United Nations Education Scientific and Cultural Organization
UNICEF	United Nations International Emergency Children's Fund
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

INTRODUCTION

Oxfam America's Campaign for the Prevention of Gender-Based Violence (CPVG) was launched in 2005 in El Salvador. Targeting both national and municipal government and using a creative combination of popular campaigning, research, innovative capacity-building with a range of actors, and lobbying, Oxfam America and its partners and allies successfully placed Gender-Based Violence (GBV) prevention on the policy agenda. From there, these efforts helped forge an unexpected political alliance so that legislators from the two main, and widely divergent, political parties approved the Comprehensive Special Law for a Life Free from Violence for Women, known as LEIV by its Spanish acronym, in 2011. Seeing the potential of this approach to address the scourge of GBV, Oxfam America introduced the program in Guatemala in 2010. In the aftermath of this policy success and other related policy advances, the campaign revised its strategy and shifted its...

“...focus on the application of new laws and policies in both El Salvador and Guatemala. It [looked] for political openings in different spaces on multiple levels: central, departmental, and municipal. This phase [had] a strong focus on generational change – in seeing youth (both male and female) as primary actors who can radically change the collective imagery with respect to gender relations and the decisions they can make to prevent gender-based violence.”¹

Under the new formulation, the Program for the Prevention of Gender-Based Violence (PPGV) continued to work with women at the community level to empower them to exercise their rights; to work with both boys and girls and adolescents in public schools to change their attitudes and practices regarding gender roles and the permissibility of GBV in the home, school, or community; to work with municipalities and women's organizations in inter-institutional spaces to further develop and implement GBV prevention strategies and activities; and to achieve implementation of public policies through the strengthening of social and institutional mechanisms for the obligatory application of national and local laws.

This focus was meant to capitalize on the formal, systemic change Oxfam had helped foster, taking advantage of legal frameworks in each country that had a series of laws addressing domestic violence, gender-based violence, laws against trafficking, and laws and policies related to the rights of the child and gender equality. At the same time, it

¹ Text translated by the author from the following source:

“Oxfam (2012) Programa de prevención de violencia de género: Program Strategy Paper 2008-2013.”

sought to address informal norms, beliefs, and practices regarding GBV in a broader context of societal (gang) violence and a culture of impunity that disempowers the public.

FOCUS AND METHODOLOGY OF STRATEGIC REVIEW

This strategic review, which covers program implementation between 2013 and 2015, focuses primarily on activities at the national level within the judicial, legal, and, to some extent, educational systems, with some attention of the interface at the municipal level. The review is based primarily on open-ended, semi-structured key informant interviews conducted in Guatemala and El Salvador over a two-week period in January. These interviews were held with government officials engaged with the program; co-funding/collaborating organizations such as UNESCO, UNICEF, USAID/CHECCHI, Educo, and UN Women; and three partner organizations consisting of the Foundation for Justice and Gender, the Cultural Association for Performing Arts (Escénica), and the Association of Women of Santa Tecla. Additional material was gathered from document review of Oxfam and the Foundation of Justice and Gender (FJG) reports and primary source material from government websites. Finally, two one-day validation exercises were held in San Salvador on March 15, 2016 and in Guatemala on March 17, 2016. Relevant commentary and ideas from these sessions have been incorporated in this draft. There were several design limitations, principally very limited time in Guatemala, relatively limited documentation on the program, and inability to coordinate with the consultant doing a review of the community-level work. Consequently, there are some information gaps in the document, but sufficient information to draw strong conclusions in some areas and more qualified ones in others.

PROGRAM DESIGN

The main thrust of the program over the last three years has been employing a unique training and accompaniment model to not only inform participants about the new laws and protocols and their applications, but also to generate personal and institutional commitment to the prevention of GBV and the promotion of women's rights and access to justice. The PPGV has worked with:

- The Judicial System in both countries;
- The Public Ministry in both countries, including the Fiscalía General de la República (FGR; public prosecutors), the Procuraduría General de la República (PGR; general ombudsmen, such as lawyers, psychologists, and social workers, who provide services to victims of crime), and the Human Rights Ombudsman (PDDH);
- Different Units of the Ministry of Government/Interior (Gobernación) in both countries;

- The Women’s Parliamentary Group (GPM; the women’s caucus) who continue to work on additional enabling legislation (in El Salvador only) and commissions related to women’s rights (in both countries);
- The Ministry of Education, focused mostly on public schools in select communities (mostly in El Salvador), and in collaboration with partner organizations AMT, ESCENICA, and the Institute of Human Rights at the University of Central America (IDHUCA), to support violence prevention committees and pilot a process of monitoring of violence and GBV in 28 schools in El Salvador with UNICEF; and
- Several municipal governments in both countries.

In both countries, Oxfam has also formed alliances, collaborations, and/or co-financing arrangements with several UN agencies (UNESCO, UNICEF, and UN Women), Educo (a Spanish INGO), and the US Agency of International Development (USAID) and its implementing partners working on strengthening of the justice and educational system.

SUMMARY OF RESULTS

In keeping with the Program Strategy Paper (PSP) goal of seeing that LEIV and other relevant laws in El Salvador and Guatemala were implemented, a primary objective has been to create the competencies and commitment of duty bearers to ensure that the laws are faithfully executed. Overall, a significant foundation has been laid, with strong potential for continuing progress. The following elements are key:

- **Sustainability of the program: Key training institutes** in the PGR, FGR, and the National Judiciary Counsel (CNJ by its Spanish acronym) in El Salvador have developed curriculum related to key laws and have a cohort of trainers drawn from their institutions, many of whom have been trained and coached by the FJG, thereby **assuming responsibility** for educating staff to implement relevant laws. Participants on topical trainings are drawn from a range of government entities and across departments and develop action plans to put training into practice in both Guatemala and El Salvador. The **Parliamentary Group of Women** and their technical advisors continue to induct new members and work on legislation based on a consensus agenda, with strategic support from Oxfam and FJG, such as the enabling legislation for special courts to address cases of femicide and other forms of GBV.
- **Managers and staff sensitized to women’s rights** and GBV prevention **permeate target institutions**. FJG works with managers across all functions in key government ministries (judges, lawyers, communications personnel, human resources representatives, IT staff, etc.) to sensitize them to gender issues and GBV. In the education sector, the program has evolved to not only target students and teachers, but school administrators and parents, recognizing their role as key stakeholders in promoting non-violence in and outside the schools. The PPGV has reached, at a minimum, over 20,000 people either directly or indirectly, through its own trainings or replication of trainings in schools, communities, and government bodies, in both El Salvador and Guatemala.

- **An increasing number of sensitized officials are in positions of authority**, such as justices on the Supreme Court, higher-ups in key divisions in Ministries, and on key legislative commissions. This is particularly true in El Salvador, due to the duration, multiple modalities, and reinforcing nature of the programming.
- Progress continues to be made in **mainstreaming gender into key institutions** through gender policies (e.g. in the Supreme Court in both countries) and strategies that incorporate a gender perspective or directly address GBV, including in the Ministry of Education, specialized bodies such as the Salvadoran Institute for the Development on Children and Adolescents (ISNA), and in the judicial and legal ministries.

While the interviewees across the board clearly had a high degree of knowledge and commitment to the campaign agenda, and while many thousands of people have been trained by the campaign or participating institutions, it was not possible to judge the degree of uptake by this wide range of participants, and whether and how they may have changed their professional or personal practice, based on the information available. In El Salvador, interviewees agreed that the passage of LEIV had been a watershed, that significant progress had been made, and that much remained to be done. In Guatemala, the PPGV interventions were valued for opening up additional pathways for implementing long-standing policies.

General Assessment on DAC Criteria²

The program can be judged effective over the last three years, in that it did what it said it would do and **concrete progress was made in institutionalizing the laws and facilitating their implementation**. This also speaks to the **sustainability of the work**, as there are more actors, both governmental and non-governmental, occupying the space that was once solely occupied by the PPGV and its members, with the competencies to carry the issue forward. The program was **efficient**, in that it worked with a very modest budget and was **successful at leveraging resources** for its efforts through co-financing and collaboration, and also in that it promoted better coordination amongst target organizations, for more efficient training and better services. Oxfam's commitment to invest in insuring implementation was **very relevant and to be commended**, as often advocacy organizations fail to follow through once a policy victory is achieved. Given progress to date, however, Oxfam might re-examine the unique added value of its continued focus on capacity-building at the national level, and focus more on translating change in knowledge, attitudes, and beliefs to change in practice. This evaluation **recognizes the impact** involvement in the program has on individual judges, lawyers, students, and teachers who truly engage with the program, as well as the importance of key legislative and policy victories. It cannot speak to the question of **impact** at the community level, as this question is the focus on another evaluation, nor is there clear evidence of greater access to gender justice for women, especially when national statistics are considered. Certainly the program faces enormous challenges given the level of societal violence and the extent of reforms needed in the judicial and

² DAC Criteria for Evaluating Development Assistance. Found at <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>, no date, accessed 3/22/16

legal systems in both countries. Even under the best of circumstances, trying to bring about a major cultural shift is a generational struggle.

THINKING ABOUT THE FUTURE

This is a moment when the program needs to hit the reset button. As other actors step into the training and implementing spaces once occupied by PPGV and assume a commitment to addressing GBV, Oxfam needs to think about how to translate training to action on scale. In El Salvador, an argument can be made for a big push over the next three years, while under a more open and sympathetic presidential administration than past and possible future conservative ones. At the same time, the government is being pulled into a punitive and oppressive stance when it comes to addressing aggression, due to the upsurge in societal violence. The program—through a high-profile campaigning approach, two or three focused, strategic initiatives at the community level and/or some combination of the two—could both provide a counter narrative to the more punitive approaches to addressing violence and positive alternative models of intervention. USAID has budgeted \$750 million to the “Black Triangle” of El Salvador, Guatemala, and Honduras, and while Oxfam cannot accept these funds, it could, along with its partners and allies, help influence their use.

The case of Guatemala is less clear. Despite the apparent quality of its interventions, it is a small program that remains unintegrated with other gender justice work in the Guatemala Oxfam office, despite joint efforts on a shared strategic plan. With very modest annual increases in funding, the program is not in a position to scale up, despite significant potential. This is a lost opportunity for both the PPGV and the Oxfam gender justice team in Guatemala, if we consider the El Salvador case as a **strong ‘proof of concept.’** The PPGV there has demonstrated that intensively **working with both duty-bearers and rights-holders** and employing a range of tools and approaches to build the capacities and commitment of government actors **can open up new pathways to accelerate progress toward gender justice.** Application of this theory of change in Guatemala to date suggests that there is government and community receptivity to the PPGV, as well as interest from other funders. The program could potentially move from very incremental progress to more accelerated change, especially if it can achieve greater scale. That said, even with an infusion of funds from elsewhere, unless the program can truly integrate and find greater synergies and support within Oxfam’s gender justice work in Guatemala, it is unclear how the program can maximize its own effectiveness.

Given the accomplishments of the PPGV, Oxfam’s profile and expertise on GBV prevention, and how extensively it is networked with a multitude of development and governmental actors in El Salvador, the one thing Oxfam should not do is let the program peter out due to ongoing budget cuts in lieu of a respectable close out. It would be inconsistent with the gender justice focus of the Oxfam strategic plan, the launching

of a global gender justice campaign, and Oxfam's profile as a reliable and committed advocate for gender justice.

INTRODUCTION

PROGRAM OVERVIEW

In 2005, Oxfam America officially launched the Campaign to Prevent Gender-Based Violence (CPVG by its Spanish acronym) in El Salvador.³ In 2007, the strategy was formalized in a 10-year program strategy paper (PSP) with a comprehensive Gender-Based Violence (GBV) prevention strategy directed at policy makers at the national and municipal levels, women at the community level as primary agents of change, youth, and the general public to raise awareness and change public attitudes. Key institutions targeted in the early phase of the campaign were the Ministry of Education, various institutions in the justice sector, and seven local municipalities. The strategy was updated in 2013, with a 2018 end date, to reflect significant policy victories, findings from two evaluations that had been conducted in 2010 and 2011,⁴ and the fact that the program had expanded to Guatemala in 2010.

In the revised PSP, the CPVG maintained its original program goals with very slight modifications [in brackets]:⁵

Organized women [and youth] participating in the Campaign for the Prevention of Gender-Based Violence in El Salvador [and Guatemala] exercise their rights through advocacy, monitoring, and effectively demanding that public and private entities apply laws and implement programs to prevent and reduce gender-based violence.

The revised PSP also states that the 2012-2015 phase of the program:

.... has a strong focus on the application of new laws and policies in both El Salvador and Guatemala. It will look for political openings in different spaces on multiple levels: central, departmental, and municipal. This phase has a strong focus on generational change—in seeing youth (both male and female) as primary actors

³ The program's original name was the Campaign for the Prevention GBV, with the revised strategy referring to the Program for the Prevention of GBV (PPGV). However, in interviews respondents outside of Oxfam often referred to the campaign, as did the program's staff. I use CPVG as the acronym when that was used or understood in interviews, elsewhere I refer to it as the PPGV or program.

⁴ Laura Roper, "A Qualitative Evaluation of Advocacy and the Campaign for the Prevention of Gender-Based Violence in El Salvador (2005-2010), Oxfam (internal document), December 2010 and Mo Hume, *Salí de esa cueva donde yo estaba, he salido a la claridad y a la realidad: a qualitative assessment of the CVPG in Ahuachapán and San Marcos, September 2011.*

⁵ All text translated by the author from the following source:

Oxfam. Programa de prevención de violencia de género (CAMEXCA): Program Strategy Paper 2008-2018, Revision 2012. Draft, internal document, 2012

who can radically change the collective imagery with respect to gender relations and the decisions they can make to prevent gender-based violence.

It goes on to recommit to a public campaigning model, saying:

We are also proposing a renewed focus on the visibility of the campaign and renewing a more ample national discussion, not only in key municipalities and with people in power, but also in society in general through better exchange of knowledge, animating the replication of good ideas, and maintaining a critical public debate on the theme.

The program also maintained its three strategic change objectives (SCOs) essentially unchanged and included several three-year objectives as follows:

SCO1: Increase the consciousness of the public and generate critical thinking that promotes new forms of prevention of GBV through a new educational communication strategy.

Specific Objective 1.1. Women in the territories we've prioritized are empowered through the knowledge of and exercise of their rights and the decisions they take for a life free from GBV.

Specific Objective 1.2. Girls and adolescents (female and male) in public schools are aware of the [gender] roles, stereotypes and paradigms that impact the collective imagery that fosters GBV, especially sexual violence, and [students] change their attitudes and practices regarding prevention of GBV as primary actors of change.

SCO2: Achieve changes in the application of public policies and daily practices of primary actors responsible for prevention of GBV.

Specific Objective 2.1. Social and institutional mechanisms for the prevention of GBV are strengthened for the obligatory application of national and local laws and policies based on key actors replicating and adopting good and innovative practices that sustain prevention efforts.

SCO3: Contribute to the reduction of GBV in the key municipalities through jointly planned and coordinated efforts based on a GBV prevention strategy through public institutions, private institutions, and social organizations with competencies in GBV prevention.

Specific Objective 3.1. There exist inter-institutional spaces that include the participation of organized women that are transparent, promote the fostering of knowledge, and are accountable [for progress on implementing GBV prevention strategies and actions].

Finally, the PSP reaffirmed the key indicators of change (see next page), of which indicator two, or the increase in GBV complaints and eventual reduction in rates of GBV,

indicator eight, or implementation of the Law for a Life Free from Violence for Women and the Law on Intra-Family Violence, and indicator ten, or the increase in the budget dedicated to the prevention and eradication of GBV), are most relevant for this review.

The long-term commitment embodied in the original and revised PSPs was appropriate because tackling the issue of gender-based violence in El Salvador and Guatemala is a generational issue in two important senses. The first is that creating a ‘new normal’ of equality, respect, and security for all requires sustained and intense attention not for a three-, five- or even ten-year program cycle, but for decades, especially given the overall context of violence in both countries. The second is that there is a war for the future of young people in both countries, where youth, who see few positive opportunities for the future, are easy prey to what is referred to as societal violence (*violencia social*) that has taken hold in both countries over the last 15 years. This is most manifest in the growing power of gangs who target youth, either as recruits or as victims of intimidation and violence.

Table 1. Program for the Prevention of GBV Indicators
Indicator 1. Women have better knowledge of their rights, the laws that protect them, and where to go for recourse in the event of experiencing GBV.
Indicator 2. At first the level of complaints of GBV increase and a culture of filing complaints develops. Ultimately, the incidence of GBV decreases.
Indicator 3. Empowerment of women to prevent GBV in the personal, familial, social, and cultural domains reflected in their own statements of greater security and confidence to address GBV in their community.
Indicator 4. Youth (both male and female) have increased their level of awareness regarding GBV and how to protect themselves; they know their rights and the resources available for confronting GBV and are confident in using those resources.
Indicator 5. There is a reduction of the rate of GBV amongst youth.
Indicator 6. Youth are more empowered to prevent GBV at the family and societal level, owing to changes in perceptions and attitudes toward GBV in their families, the educational community, and the broader community. This includes knowledge and willingness to access the justice system, systems of protection, and support from civil society.
Indicator 7. At the local level, empowered women achieve a level of organization and capability that is broadly recognized and they engage in decision-making processes at the local, community, and national levels.
Indicator 8. Youth increase their participation in dialogues and awareness-raising campaigns at the local and national level.
Indicator 9. Effective implementation of the Law for a Life Free from Violence for Women and the Protocol for the Implementation of the Law on Intra-Family Violence.
Indicator 10. Increase in the budget for the prevention and eradication of GBV at the local and national levels.
Indicator 11. Increased credibility in the policies and regulations for the prevention of GBV at the municipal level, with GBV prevention placed on the policy agenda of public institutions.

DOCUMENT OVERVIEW

This document is a strategic review of Oxfam’s work, principally at the national level in the 2013-2015 period, based on the analysis of Oxfam documentation, interviews with

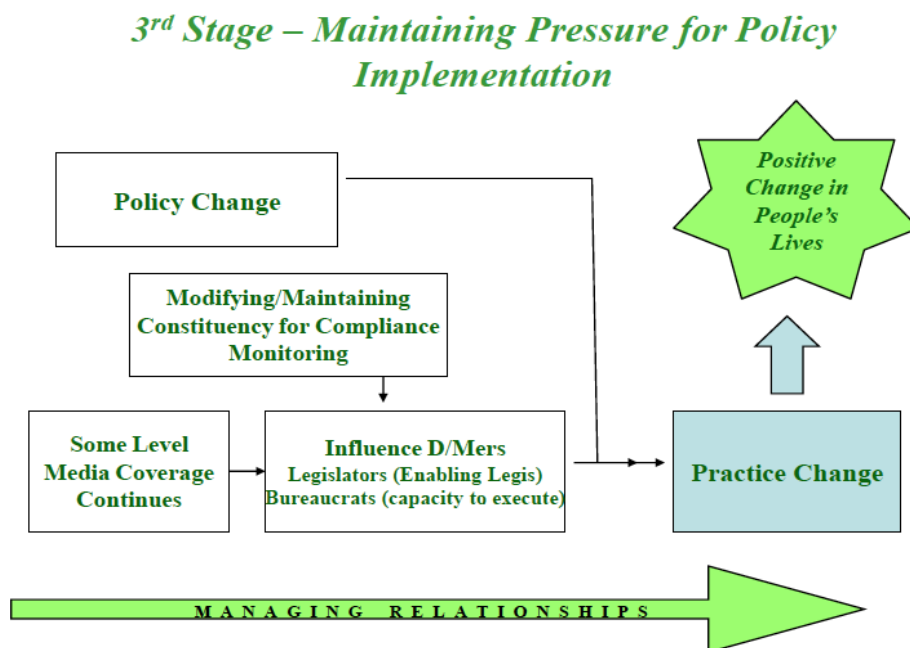
primary stakeholders in both Guatemala and El Salvador, and a review of additional source material in the public domain. It begins with a discussion of the methodology for the review, revisiting the conceptual framework from the 2010 evaluation. To understand the recent years of the program, this paper then looks at the policy context related to addressing GBV in El Salvador and Guatemala and the overall context of violence in each country. The next section discusses program partners, collaborators/co-funders, and the program budget, followed by a detailed discussion of the design of the program and its innovative approach to influencing. Results are then detailed, with conclusions presented according to the DAC criteria of relevance, effectiveness, efficiency, impact, and sustainability. It ends with a series of recommendations as the program plans for its future.

CONCEPTUAL FRAMEWORK AND DESIGN OF STRATEGIC REVIEW

CONCEPTUAL FRAMING

The 2010 evaluation⁶ laid out three stages of campaign development: the first is to get the issue on the agenda on your own terms; the second is to realign political forces for policy change; and the third is to maintain pressure for policy implementation. The third stage is illustrated below in Graphic 1. As noted at the time, there can be some overlap in phases, in terms of goals such as continued policy development, as well as strategies and tactics. Currently, the PPGV is firmly in Stage Three in both El Salvador and Guatemala, despite the relative newness of the Guatemala program. This long-term commitment is to be commended, because it demonstrates dedication to realizing systemic change, not just a single victory. Too often, when advocacy organizations achieve a policy win, they declare victory and pull out of the region, leaving the work half finished. However, this third stage is also a promise to engage in work that often can be less visible, incremental in nature, and more mundane than that of the first two.

Graphic 1. Third Stage of Policy Change Process



⁶ This evaluation was conducted in 2010 by Laura Roper.

Since the 2010 evaluation, Oxfam has globally committed to a gender analysis framework that can be usefully applied to the PPGV. Developed by Gender at Work, it illustrates that transformative change in power relations between men and women has to address both individual and system change, formal laws and policies, and informal cultural norms and practices, as depicted in Table 2. Not every project or program has to work in all four domains, but this paper will examine the PPGV’s strategies and results using this framework. Refer to [Table 11](#) for this analysis.

**Table 2. Gender at Work Framework: Domains of Change
Adapted for PPGV⁷**

Individual Change			
I n f o r m a l	Women’s, youth, and men’s consciousness	Women’s, youth’s, and men’s access to justice, resources and opportunities	F o r m a l
	Informal cultural norms, exclusionary, and violent practices	Formal laws, policies, and arrangements	
Systemic Change			

KEY STRATEGIC REVIEW QUESTIONS AND METHODOLOGY

This evaluation was primarily focused on national level actors and activities, while a complementary evaluation was carried out by Mo Hume at the community level in both countries.

The terms of reference (TOR) established the objectives of the review as follows:

- Assess the national impacts of the Prevention for Gender Violence Program in El Salvador and Guatemala;
- Assess the relevance, effectiveness, sustainability and added value of the program to the issue of prevention of gender-based violence at the national level;

⁷ Gender at Work. “What is Gender at Work’s Approach to Gender Equality and Institutional Change?” PDF found at <http://www.genderatwork.org/Portals/0/Uploads/Documents/Gender-Equality-and-Institutional-Change.pdf>, no date, accessed 3/22/16.

- Inform future strategies and specific targets in each country for the next 5 years; and
- Understand how the aspects of the WIN⁸ logic have been implemented in the program and how WIN can be leveraged for future courses of action.

The specific questions posed in the TOR were:

National *Impact* Questions

- What policy and practice changes enacted by police, the judiciary, and other government bodies directly influenced by the program have occurred to reduce violence against women and girls and to address the effects of violence experienced by survivors? What evidence is there that these changes will be sustained?
- What has been the contribution of community initiatives and campaigns supported by the program to these policy changes?
- Do the policy and practice changes reflect community voices?

Program *Effectiveness* Questions:

- Which quantitative and qualitative impact indicators have been reached, based on the program's logical framework?
- What has been the role of the partner organizations in contributing to the desired policy and practice change?
- What strengths and lessons should be considered to inform the next phase of program implementation?

The evaluator gathered information from:

- Document review of Oxfam documents, including the PSP, annual operating plans and reports, year-end self-evaluations, and various presentations;
- A review of all the bulletins published by the FJG, a key Oxfam partner, during the 2013-2015 period;
- Perusal of government websites and documentation related to Oxfam, GBV prevention, and the law;
- Open-ended, semi-structured key informant interviews with Oxfam staff in Guatemala and El Salvador; government officials engaged with the program; co-funding/collaborating organizations (UNESCO, UNICEF, UN Women, USAID/CHECCHI, and Educo); and three partner organizations (Foundation for Justice and Gender, ESCENICA, and the Association of Women of Santa Tecla). In all, 21 external interviews and six internal were conducted in El Salvador, and five external and five internal interviews were conducted in Guatemala, plus an interview with Rodrigo Jiménez of the Foundation for Justice and Gender that works in both countries;

⁸ Oxfam and partners are working to build a Worldwide Influencing Network (WIN) to change power relations, attitudes and beliefs that are at the basis of poverty and inequality. WIN focuses on campaigning and public influencing at the local, national and global level.

- Two focus groups. The first was comprised of students in El Salvador who had been on the violence prevention committee in a school in San Marcos. The second was included civil society organizations that had participated in the certificate training (*diplomado*) on intersectionality and human rights Guatemala; and
- Subsequent to submission of the first draft, two one-day validation exercises were held in San Salvador on March 15, 2016 and in Guatemala City on March 17, 2016. Relevant feedback from those workshops has been incorporated in the current draft.

LIMITATIONS

- The PPGV has met its obligations for documentation under Oxfam America's current systems, but that effort has been insufficient for assessing the degree to which Oxfam has achieved the qualitative and quantitative indicators of impact in its logical framework. Partly, this is because those indicators are not well-defined in the logical framework. Data that is gathered is very output-focused, such as number of people trained. Documentation of internal learning processes was of limited use for assessing impact, because, while many participants in internal reviews stated that they had personally benefited or seen changes in their communities or institutions, these statements were unattributed and rarely contained meaningful specifics. Finally, document review did not inform the design of the evaluation, because the consultant did not receive documents until she was in-country.
- The timing of the evaluation, as well as the short, three-day time period that the consultant was in Guatemala, was problematic for two key reasons. The first was that evaluation was conducted immediately after the long Christmas holiday, making scheduling difficult. The second was that the evaluation occurred the same week that the new president was inaugurated, causing several people to decline interviews due to job uncertainty. Because of these complications, it was only possible to conduct five external interviews in-country and one focus group. This limitation was partially offset by materials gathered through the validation exercise.
- Unfortunately, the timing of the evaluation of the consultant working at the community level did not match up with the timing of this effort. For this reason, a few of the questions in the TOR could not be explored, such as the contribution of community initiatives to achieving policy and practice change by police, the judiciary, and other government bodies and whether policy and practice changes reflect community voice.
- With two exceptions, everyone who was interviewed or participated in focus groups had direct involvement with the PPGV, often through training and other support, or had a direct interest in seeing the program continue. While there were situations where it was possible to independently verify their statements or claims the program made about itself (e.g. that a particular policy had been established, plans

had been drawn up, or curriculum), there were others where there was a lack of substantiating evidence (e.g. increase in the number of complaints), which will be discussed further in the sections to follow.

It is important to note that despite the listed limitations, there is a foundation for forming judgments and about the program and its future. However, this evaluation would have been able to make more definitive claims, and assess the program more deeply, had the PPGV been designed to capture the specific kind of evidence it needed to demonstrate impact.

STRATEGIC REVIEW CONTEXT

A POLICY FRAMEWORK FOR ADDRESSING GBV – A NECESSARY, BUT NOT SUFFICIENT CONDITION

Policy Frameworks⁹

El Salvador

In El Salvador, there have been significant changes in the policy context, some of which the campaign itself has influenced, which in turn have influenced strategy in the 2013-2015 period. The most important changes for the program have been:

- The development and passage of the Special Comprehensive Law for a Life Free from Violence for Women, known as LEIV by its Spanish acronym, that went into effect in January 2012;
- The protocol for applying the Domestic Violence Law, passed in 2009, for which the contribution of Oxfam and the CPVG was specifically acknowledged at the time;
- An revision of the Ley de la Carrera Docente (Law of Teaching Careers), also passed in 2009, which specifically prohibited school personnel from committing acts of physical, psychological, or sexual mistreatment of students; described the type of sanctions that would be imposed in cases of violation of the law; and obliged faculty to notify the appropriate authorities when such violence presents itself; and
- The protocol for procedures for addressing sexual violence in educational communities (Protocolo de actuación para el abordaje de violencia sexual en las comunidades educativas de El Salvador), passed in June 2013, which the campaign participated episodically in the early drafting phases.

The LEIV itself charges specific government entities with the obligation to take measures to both prevent GBV and enumerates their responsibilities in terms of attention to victims of violence. The law defines seven types of violence: economic, femicide, physical, psychological and emotional, patrimonial or alienation of property, sexual, and symbolic.¹⁰ The law named the Instituto Salvadoreño para el Desarrollo de la Mujer (ISDEMU; The Salvadoran Institute for the Development of Women) as the ‘institución rectora’ or guiding

⁹ Policy in this section refers to laws passed by the legislature and enabling protocols or regulations. It does not refer to internal policy, such as gender policies developed and adopted by specific institutions.

¹⁰The law differentiates between femicide (a female homicide victim) and femicide (a murder victim who was murdered specifically because she was a woman, making it a hate crime); ‘patrimonial violence’ refers to the destruction or alienation of a woman’s property held within the context of a marriage; and symbolic violence refers to the portrayal of women in a manner that is degrading or condones violence

institution charged with oversight of the law, and established a specialized technical commission to guarantee the operationalization of the bill. The law then goes on to assign specific responsibilities to various ministries, including:

- The Ministry of Education, which is charged with training both teachers and students, through formal and informal means, on the rights of women to a life free from violence. The Ministry of Education is also assigned the task of eliminating any teaching materials that perpetuate harmful stereotypes about women or condone, directly or indirectly, violence against women from all curricula.
- The Ministry of Governance and Security (Ministerio de Gobernación), specifically concerning:
 - The Direction General of Public Broadcasts in Radio, Films, and Television (Dirección de Espectáculos Públicos), which is tasked with ensuring that media outlets and publicity agencies do not broadcast material that is sexist or promotes aggression, violence, or discrimination against women; and
 - The National Commission of Civil Protection, Prevention, and Mitigation of Disasters, which is charged with ensuring gender-sensitive responses in the event of disasters, with a special focus on prevention, attention, and protection against the different forms of violence.
- The Ministry of Health, which will ensure early detection and identify warning signs of GBV, provide treatment, and follow-up with victims of violence, as well as registering and reporting cases of GBV.
- The Ministry of Labor and Social Security to educate workers on GBV and protect the labor rights of women workers who confront violence

In addition, the law mandated the creation specialized attention units for women in the judicial branch (CSJ; Corte Suprema de Justicia), the attorney general's office (FGR; Fiscalía General de la República), the general ombudsman of the republic (PGR; Procuraduría General de la República), the human rights ombudsman's office (PDDH; Procuraduría para la Defensa de Derechos Humanos), the Civil National Police (PNC), the Institute of Legal Medicine (IML), and the Ministry of Public Health and Social Services.

The start of the campaign began under a conservative government, held by the right-wing Nationalist Republican Alliance (ARENA by its Spanish acronym; Alianza Republicana Nacionalista). However, since 2009, the presidency has been held by a left wing party, the Farabundo Martí National Liberation Front (FMLN; Frente Farabundo Martí para la Liberación Nacional). Carlos Funes, running under the FMLN party, was elected March 2009. Following Funes' presidency and a hotly-contested election, FMLN candidate Salvador Sánchez Cerén was inaugurated in June 2014. While the FMLN has its critics regarding its genuine commitment to women's rights, under the Funes administration, not only did LEIV pass, but the following also happened:

- The passage of the Law for Equality, Equity and Eradication of Discrimination Against Women in 2011;

- The assumption of the executive directorship of ISDEMU by Yanira Argueta, the former Executive Director of the Association of Salvadoran Women (AMS), a CPVG strategic partner. Under Argueta's leadership, ISDEMU's focus changed from preserving the sanctity of the family, which was its priority under the ARENA government, to promoting and defending women's rights; and
- The launching of Ciudad Mujer, a program spearheaded by the Secretary of Social Inclusion and president of ISDEMU, Vanda Pignato. Ciudad Mujer provides a single locale where women can seek services from a total of 14 government entities ranging from the Ministry of Health, to the national police, to the PGR and FGR. Piloted in Usulután in September 2012 and funded with \$50 million in low interest loans from the Inter-American Development Bank (IDB), it has expanded to Colón (La Libertad), Usulután, Santa Ana, San Miguel, Morazán, and San Martín. In 2016, the program will add the municipalities of La Unión, Chalatenango, and Sonsonate.¹¹

In other words, in just over ten years since the program launched in 2005, the issue of GBV-prevention and attention to its victims has gone from simply not being on the agenda to being included in an established legal infrastructure, with the government publically signaling its commitment to meeting the needs and improving the status of women.

Guatemala

In Guatemala, recent years have seen significant fluctuations in political context. Two presidents in recent memory have suffered scandals, from murder accusations against President Álvaro Colom, the center-left president who served from 2008 to 2012, to the forced resignation for corruption of President Otto Pérez Molina, a member of the conservative Patriotic Party who served from 2012 to 2015. Despite years of political upheaval and intrigue, Guatemala has seen gradual legal elements put in place in efforts to better address GBV. Guatemala has several relevant laws, including the Law to Prevent, Sanction and Eradicate Domestic Violence (1996), the Law Against Femicide and other Forms of Violence Against Women (2008), and the Law Against Sexual Violence and the Exploitation and Human Trafficking (2009), as well as numerous others advocating for the protection, dignity, equal treatment, and/or promotion of women. The law against femicide enacted in 2008 established the obligations and responsibilities of the different institutions making up the justice sector, with the end of strengthening their institutional capacity with the necessary tools that will allow them to sanction these types of crimes.¹² Like its Salvadoran counterpart, the Guatemalan law seeks to prevent, repress, sanction, and eradicate sexual violence, exploitation, and trafficking of persons. It

¹¹ Ciudad Mujer has proven to be so popular that all of the presidential candidates in 2014 committed to continuing the program. Some women's organizations criticize the program as being "asistencialist," that is creating dependency; whereas supporters argue that finally the government is meeting its obligations to women by providing convenient, quality services to them.

¹² Text translated by the author, quoted from the following source:

Unidad de Control, Seguimiento y Evaluación de los Órganos Especializados, Tercer Informe de los Órganos Jurisdiccionales Penales en delitos de Femicidio y otras formas de violencia contra la Mujer, Violencia Sexual, Explotación y Trata de Personas, 2014, p. 16.

also works to provide attention and protection for victims, as well as compensate them for the harm caused. The key difference between the two laws, however, is that the Guatemalan version focuses solely on the judicial system's role in GBV prevention. As a result, the law generally addresses those who are already victims of violence and receiving attention from the system, more than it implements violence prevention efforts.

Measures taken, according to the third report on implementation of the law, include:

- The development of materials that institutionalized the mainstreaming of gender and normative analysis on violence against women by the Supreme Court, which directed all judicial personnel to use said materials;
- The establishment of Sistema de Atención Integral, a system of comprehensive services that accompanies survivors throughout the legal process, starting from when a complaint is filed with the court system. The program is staffed by psychologists, child care staff, and social workers focused on participant's well-being as they move through the judicial system;
- The creation of Specialized Judges and tribunals to address crimes of GBV, especially the crime of femicide, which began as three judges and three tribunals in 2010 and has since been augmented;
- Regular reporting on crime statistics disaggregated by gender; and
- The establishment of a gender unit and the Gender Policy for Equality between Women and Men in 2014 by the Public Ministry.¹³

It could be argued that Guatemala's legal foundation provides a more robust response to GBV than its Salvadoran counterpart. However, with its larger population and territory, combined with its unsettled, elitist politics, Guatemala continues to underserve its women, failing its indigenous women in particular. Indigenous women in Guatemala often face fiercer injustice as they are discriminated against for a multitude of reasons: because they are female, indigenous, and frequently rural, poor, and non-Spanish speaking.

Ongoing and worsening violence

Efforts to address GBV are occurring in the context of increasing societal violence, such as that perpetrated by gangs, which has sent murder rates skyrocketing in both countries. El Salvador has suffered from this trend in particular, after a brief truce between gangs failed during 2013-2014. In 2015 alone, 6,600 murders were committed in El Salvador, giving it the highest murder rate in the world: 100 deaths per 100,000 persons.¹⁴ *Pandillas*, or gangs, also have a disturbingly high penetration rate into schools, reaching primarily, but not only, middle and high school children. According to one study, 80 percent of public schools in El Salvador have members of *pandillas* as students; out of those affected, 345 schools, or seven percent of the total, have a presence sufficient to cause security

¹³ Ibid, passim.

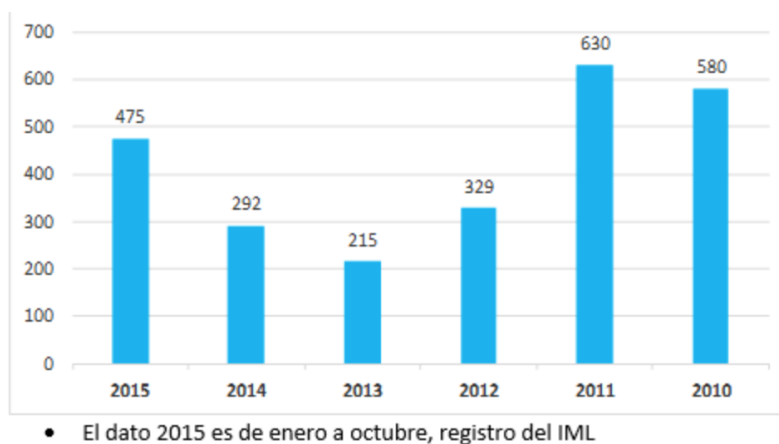
¹⁴ For comparison, the highest murder rate in the US in 2015 was for Detroit at 45 per 100,000, followed by Oakland at 22 per 100,000.

problems for students, the community, and for teachers' ability to exercise authority.¹⁵ Girls as well as boys are targeted for recruitment, with young women participating not as active members, but as girlfriends of male members, as well as collaborators in tasks such as extortion, spying on victims, gaining access to victims using sexual tricks, and to carry drugs and pass on weapons, among other modes of participation.¹⁶

The most reliable statistic on GBV in El Salvador remains the incidence of murder of women, shown in Chart 1 for the period 2010 to October 2015. While initially, the rate of femicide had decreased after the passage of LEIV, the rate began to creep up again in 2014 and made another big leap in 2015. Ultimately, at year end, in 2015 there were 575 femicides, with a plurality of victims (194) between the ages of 18 and 30, as women were vulnerable to the wave of societal violence that pummeled the country in 2015.

Chart 1. Intentional homicides of women in El Salvador 2010-October 2015

(Read right to left to start at 2010)



Source: Observatorio de Violencia de Género Contra La Mujer, ORMUSA, found at: <http://observatoriodeviolencia.ormusa.org/feminicidios.php> (accessed 15 February, 2016)

Despite being obligated to under LEIV, the Salvadoran state is still not effective at disaggregating crime statistics by gender. As multiple institutions collect data relevant to GBV and the process has yet to be standardized, it can be particularly difficult to make concrete claims about the state of GBV in El Salvador. For example, there is a wide discrepancy between the figures reported by the National Civil Police (PNC by its Spanish acronym) for domestic violence and those reported by the courts. In 2012, the courts reported 11,329 complaints of domestic violence. In contrast, the data from the PNC, as reported by the Organization of Salvadoran Women for Peace (ORMUSA by its

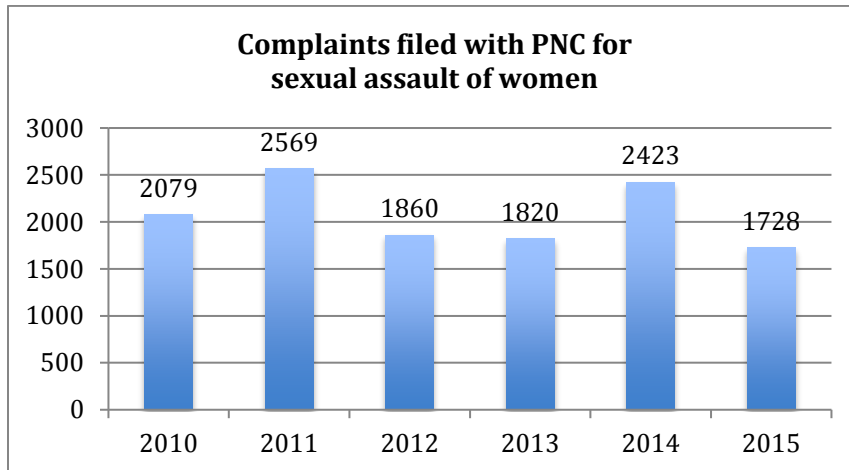
¹⁵ Translated by the author.

Augusto Rigoberto López Ramírez, "Pandillas en escuelas públicas de El Salvador." *Revista de Policía y Seguridad Pública* 5(1) June, 2015. p 266

¹⁶ *ibid*, p. 268

Spanish acronym), amounted to only 1,860 cases.¹⁷ It is important to note that count of complaints lodged with the PNC show no pattern of increase or decrease since LEIV's implementation, as Chart 2 illustrates.

Chart 2. Complaints filed with PNC for sexual assault of women



Source: Chart created from data from el Observatorio de Violencia de Género Contra La Mujer, ORMUSA, found at: <http://observatoriodeviolencia.ormusa.org/violenciasexual.php> (accessed 4 April, 2016)

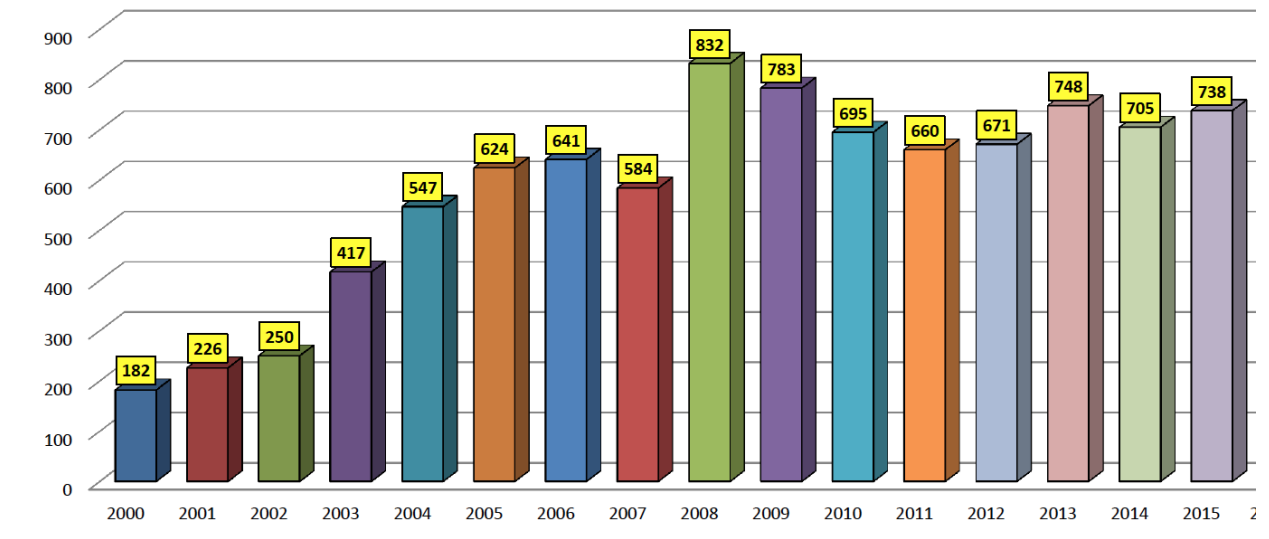
After a peak in 2011, the year LEIV was passed, the PNC's complaints for sexual assault dipped below 2010 levels in 2012. This decrease may be associated with awareness-raising efforts through public campaigning, in 2012 during the first year LEIV was in force. However, the PNC reported another peak in complaints in 2014, followed by a dramatic drop in 2015. The most recent decrease may be caused by widespread fear to file complaints, due to a deepening culture of impunity. It could also be explained by the PNC overextending itself as it attempted to address increasing societal violence, or some combination of the two.

In Guatemala, the highest rate of femicide from 2000 to 2015 was in 2008, at 11.9 murders per 100,000 women. In 2014, the figure dipped to 9.5, compared with El Salvador's 12 per 100,000 for that year.¹⁸ Chart 3 depicts the total number of murders of women from 2000 to 2015.

¹⁷ ISDEMU, Informe sobre el Estado y Situación de la Violencia contra las Mujeres en El Salvador, Noviembre 2013.

¹⁸ Red Feminista, found at <http://www.redfeminista-novienciaca.org/node/15> (February 14, 2016). Note: According to GGM above, the rate per 100,000 women dropped slightly to 8.72 in 2014.

Chart 3. Number of murders of women 2000-2015 in Guatemala

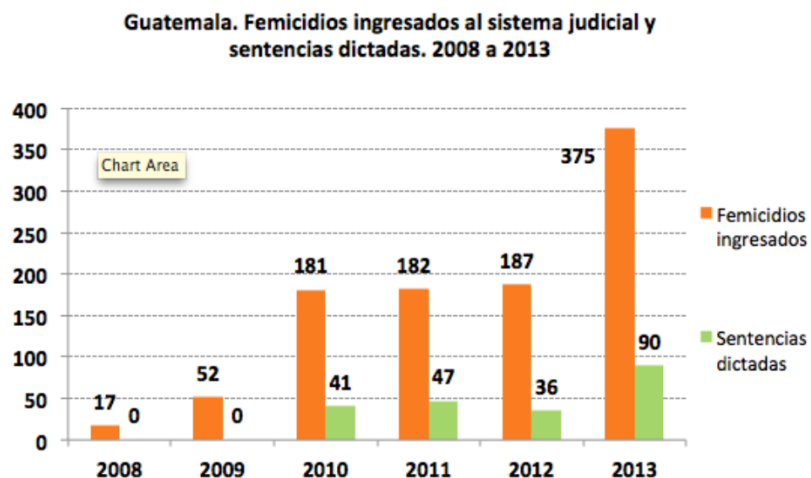


Fuente: Elaborado por GGM, con base en datos de MP, para los años 2000 a 2004; INACIF para los años de 2008, 2009, 2011, 2012, 2013, 2014, 2015 y 2016; MINGOB para el año 2010.

Source: Grupo Guatemalteco de Mujeres, Boletines, Muertes Violentas de Mujeres y Femicidios en Guatemala: Tendencias y Características. Found at: <http://ggm.org.gt/wp-content/uploads/2012/08/Cuadro-Comparativo-de-Muertes-Violentas-de-Mujeres-actualización-2000-al-12-de-marzo-2016.pdf> (Accessed April 4, 2016)

While 2013 saw a leap in murders classified as femicide in Guatemala, the rate of convictions for the crime also increased slightly, from 19 percent in 2012 to 24 percent in 2013. This is an encouraging sign, but it is important to note that the statistic speaks nothing of the severity of the sentence rendered, nor does it specify if this trend continued into subsequent years.

Chart 4. Guatemala: Femicides entered into the judicial system and sentences handed down



Source: Red Feminista, found at <http://www.redfeminista-noviolenciaca.org/node/15> (February 14, 2016)

In short, there are countervailing forces at play that affect Guatemala's capacity to address GBV. Guatemala has made several strong steps to reduce GBV, such as a stronger legal foundation to handle instances of GBV and identifying an increasing number of state actors committed to addressing the problem. Conversely, rising levels of societal violence challenge the state's overall capacity to provide security to its citizens, leaving the most vulnerable of its population particularly affected.

STRATEGIC REVIEW FINDINGS

PROGRAM PARTNERS, COLLABORATORS, AND FUNDING

Partners and Collaborators

The PPGV has had considerable continuity of partners throughout its lifetime. In lieu of a broad-based coalition of partners, however, the program continues to work extensively with a handful of organizations. Of these partners, the most critical partner for the PPGV’s national-level work is the Foundation for Justice and Gender (FJG), given its alignment with Oxfam’s goals, its own broad experience with gender justice regionally, and its training, facilitation, and coaching experience. The remaining partners at the local level each have unique roles that will be explored more in the Hume evaluation. Table 3 lists all partners to the PPGV alphabetically.

Table 3. PPGV Partners

Organization	Country	
Alianza de las Mujeres Mayas (AMM); Alliance of Mayan Women	Guatemala	Women’s organization with representatives from each of 16 municipalities of the Department of Chimaltenango. The organization is also present in the departments of Sololá, where the PPGV has also worked, and Sacatepéquez.
Asociación de Mujeres Tecleñas (AMT); Association of Women from Santa Tecla	El Salvador	Women’s organization active in Santa Tecla. It has broadened its activities to other municipalities, including Ahuachapán, San Martín, and Santo Tomás.
Asociación Cultural para las Artes Escénicas (Escénica); Cultural Association for the Arts	El Salvador and Guatemala	An arts organization that uses theater to educate about GBV, working in schools and communities.
Asociación Pop Noj	Guatemala	A collective that works to support the strengthening of Mayan organizations and communities.
Fundación Justicia y Género (FJG); Foundation for Justice and Gender	El Salvador and Guatemala	A Costa Rica-based organization with broad experience promoting gender justice throughout Latin America, through various forms of technical training on institutionalizing human rights, gender, and GBV prevention.
Fundación Innovaciones Educativas Centroamericanas (FIECA); Foundation for Educational Innovations in Central America	El Salvador and Guatemala	Educational organization that works with schools and communities on the prevention of GBV.
Instituto de Derechos Humanos de la Universidad de CentroAmerica	El Salvador	Academic organization engaged in human rights training.

(IDHUCA); Institute for Human Rights in Central America		
Organization	Country	Role
Movimiento Salvadoreño de Mujeres (MSM); Salvadoran Movement of Women	El Salvador	Women's organization that has worked at the community level to strengthen the capacity of the Ventanas Ciudadanas, or citizen watches, who in turn work with local women. Work includes collaboration with local government councils or committees for the prevention of violence.

Due to internal changes at Oxfam, country offices are now mandated with leveraging local resources. In the case of the PPGV, this has meant reaching out to other funders, co-funding certain efforts, and/or establishing memorandum of understanding (MOUs) about Oxfam's and its collaborators' respective roles in an effort. For example, Oxfam might fund FJG's costs for a workshop, while a collaborating organization might provide meeting space, manage logistics, and cover related costs. However, it is important to note that the increase in country office autonomy has not, to date, brought in substantial new funds to Oxfam to use at its discretion. Table 4 lists all collaborators and co-funders of the PPGV.

Table 4. Collaborators and Co-Funders

Collaborators/Co-Funders		
Organization	Country	Role
Educo	El Salvador	An international grant-making and implementing organization based in Spain that focuses on education. It works with 300 schools and a total of 45,000 students. Many of its staff of 130 have been trained by the FJG. Educo is incorporating prevention of GBV in their work with schools.
Fundación Empresarial para el Desarrollo Educativo (FEPADE); Business Foundation for Educational Development	El Salvador	An executing organization for Plan International on a USAID project called “Soluciones.” The project aims to align educational offerings with labor force needs. Oxfam’s role (according to a September 2015 MOU) is to ensure the protection of student’s rights and foster GBV prevention efforts as part of its engagement.
ONU Mujer; UN Women	Guatemala	A collaborator with Oxfam and with the FJG on work on masculinity with women’s groups, traditional authorities, and the PNC. It also works with the <i>diplomado</i> on intersectionality. This work is made possible through the Commission on Women of the Guatemalan Congress.
United Nations Educational, Scientific, and Cultural Organization (UNESCO)	Guatemala	A co-sponsor of FJG’s five-month <i>diplomado</i> on the intersectionality of rights offered to civil society organizations and government functionaries.
UN International Emergency Children’s Fund (UNICEF)	El Salvador	Child rights organization co-financing education work at the community level in 28 schools in Santa Tecla, San Martín, San Marcos, Santo Tomás, and Ahuachapán. This work includes training for students, teachers, and parents; formation and support of student committees for GBV prevention; and piloting student-administered surveys on students’ experience of GBV in schools, at home, and in the community.
US Agency for International Development (USAID) and its implementing partner, CHECCHI Consulting	El Salvador and Guatemala	CHECCHI is the implementing agency for USAID for its Justice Sector Strengthening Project. It has integrated a GBV prevention component into its program in El Salvador and Guatemala.

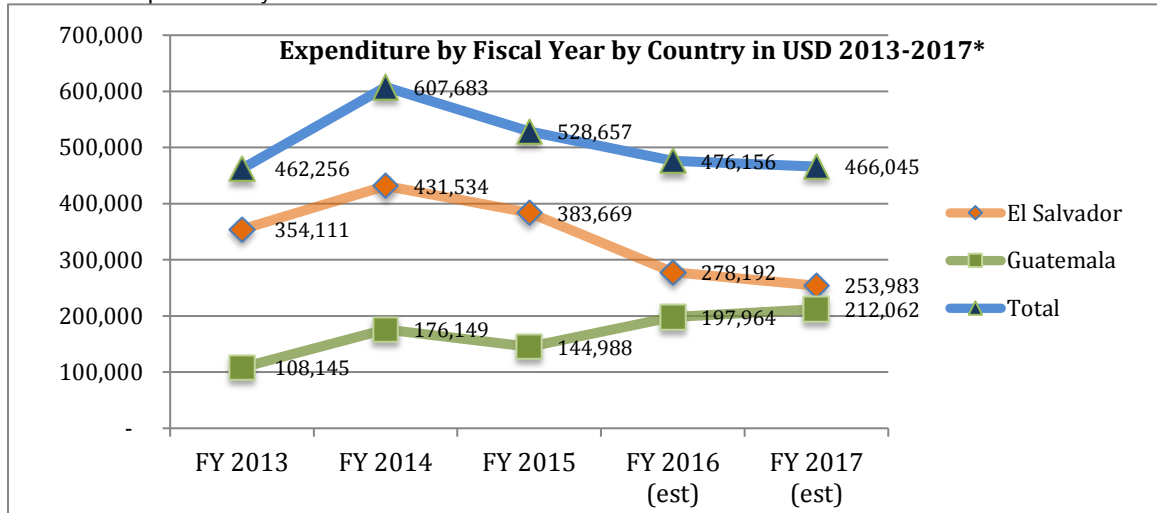
2. Funding for the Program

The Oxfam Fiscal Year (FY) runs from April 1 to March 31. Analyzing the last several fiscal years of funding, including projections for FY2017, the program is experiencing an overall downward financial trend since its peak in FY2014, which included resources from April 2013 to March 2014. If FY2013 funding, which was roughly \$462,000 for both countries, is considered a base year for comparison, funding has been virtually flat through FY2016, which totaled about \$476,000. However, out of these totals, El Salvador has been experiencing a steady decrease in funding, with the FY2016 amount of \$278,192 reaching only 64 percent of its peak of \$431,534 in FY2014 and 78.5 percent of levels \$354,111 in FY2013. Conversely, funding for Guatemala has almost

doubled, from just over \$108,000 in FY2014, rising to \$197,000 in FY2016 and increasing to \$212,000 in FY2017 projections. Predictions for FY2017 suggest the programs will be roughly equal in size for that year. The PPGV should reflect on whether it is allocating resources as rationally as possible.

Chart 5. Expenditure by FY by country 2013-2017

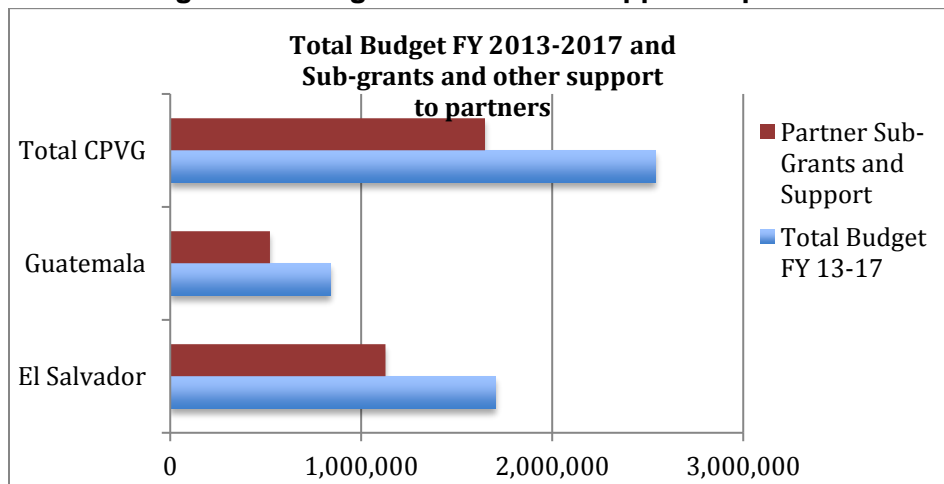
Source Data provided by Oxfam America.



*Note that the fiscal year runs from April 1 to March 31. Fiscal year 2013 begins on April 1, 2012 and ends March 31, 2013.

Cumulatively, including estimates for FY 2016 and 2017, nearly 65 percent of funds have gone to sub-grants to partners and other partner support. Chart 6 displays this information visually.

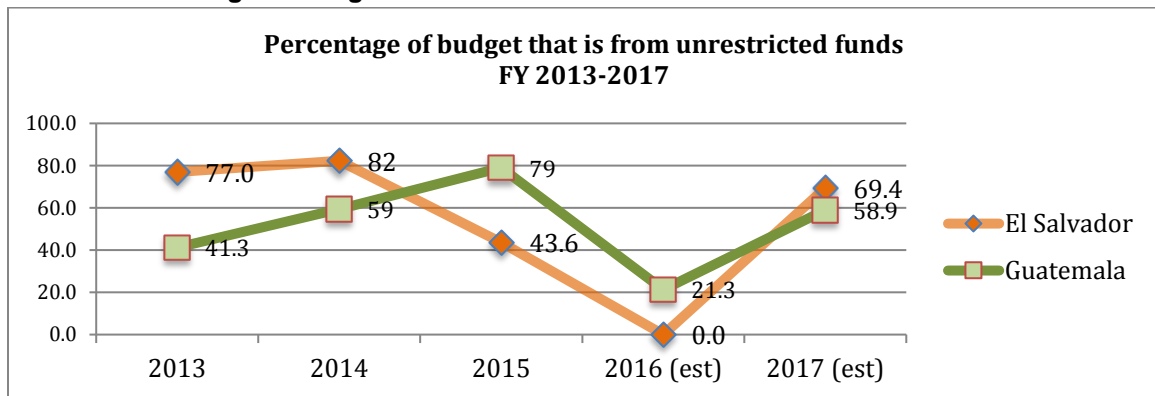
Chart 6. Total budget and sub-grants and other support to partners



Comparing restricted to unrestricted funding, it is difficult to determine significant trends or the importance of fluctuations in unrestricted funding over time. It is generally desirable to acquire as much unrestricted funding as possible, particularly for advocacy

campaigns that can evolve in unpredictable ways. However, different donors impose varying degrees of restriction, ranging from those who fund by country or program to those who only support specific activities. For example, as of April 2016, Oxfam was finalizing a contract with UNICEF to fund a pilot project with the Salvadoran Ministry of Education, which would form committees in schools to promote GBV prevention. Of the \$45,000 grant, 93 percent, or \$41,850, is dedicated to program implementation, a majority of which is to be sub-granted to partner organizations in exchange for services. Only seven percent, or \$3,150, was allocated for Oxfam’s operational costs. In contrast, FY2016 and FY2017 restricted funding was largely comprised of Capital Campaign funds, which fund by country and/or issue. Capital Campaign funds allow the PPGV to exercise significantly more latitude to determine how resources are utilized. Chart 7 depicts the percentage of PPGV budget sourced from unrestricted funds.

Chart 7. Percentage of budget from unrestricted funds FY 2013-2015



Source: Oxfam America financial information

Note: See text immediately above for explanation of variation in restricted funds

Regardless of the levels of restriction imposed on grants, the PPGV remains modestly funded. In response to these constraints, the program is investing an increasing amount of attention to fundraising, such as responding to calls for proposals and seeking strategic alliances with donors, while adjusting its annual operating plan to reflect its reduced budget. Resource constraints generate considerable concern amongst the members of the PPGV who have seen the geographic focus and the ambitions of the program reduced over the last several years.

TARGETS AND INFLUENCING APPROACH

1. National Level Targets

When the CPVG was launched in El Salvador, the primary efforts of the program were dedicated to simply starting a conversation with government entities about GBV. At the time, securing commitments to address GBV was a distant goal. It required the hard work over the span of years to find successful entry points to influence at the national

and municipal levels. Key elements of early strategy included conducting research which highlighted the dimensions of the problem of GBV, popular campaigning which raised awareness and got GBV on the policy agenda, and probing multiple potential entry points to find policy openings.¹⁹ The advocacy path has proved somewhat easier in Guatemala due to three key factors: the application of lessons learned in El Salvador; the hire of Sandra Ruano, a human rights lawyer with experience working in government and with the UN; and Guatemala’s legislative foundation, which was more developed at the time of engagement than that of El Salvador. Nonetheless, the entry into dialogue at the national level has required persistence, tact, and building momentum around the shared interest of strengthening government capacity to meet its commitments to women’s rights. Consequently, it is only in the last few years that the pace and the number of trainings has increased.

By the time of the 2010 evaluation, multiple organizations in El Salvador were requesting support from Oxfam and the CPVG around the issue of prevention, at a level that far exceeded Oxfam’s and the CPVG members’ capacity to respond. This increased with the passage of LEIV, the Ministry of Education’s regulations, and the Law for Equality, as each contained specific provisions and obligations for multiple ministries, schools, and universities to address GBV and women’s rights issues. In particular, numerous respondents stated that LEIV was a watershed moment in terms of holding the government accountable for addressing GBV. The current challenge is government capacity, particularly for offices outside San Salvador.

Due to modest budgets during the period under review, in both Guatemala and El Salvador, the national-level targets have been entities where focused work can potentially achieve substantial impact in institutionalizing legal and ethical norms that will promote GBV prevention and help GBV survivors access justice. Because of this focus, target entities in both countries typically are members of their respective judicial systems. El Salvador targets also include the Ministry of Education. Table 5 delineates the full list of target organizations.²⁰

Table 5. Target organizations

Target organizations	Function
El Salvador	
Órgano Judicial - Corte Suprema de Justicia (CSJ) - Consejo Nacional de la Judicatura (CNJ)	Judicial System -The Supreme Court -The National Judicial Council charged with selecting, training, and supervising judges

¹⁹ This is documented in detail in Roper, 2010, p. 12-20.

²⁰ In El Salvador, locally, the campaign has maintained a strong presence in Ahuachapán and surrounding municipalities and in San Marcos implementing all elements of the PPGV strategy. Work in Santa Tecla, San Martín, and Santo Tomás has been carried out with the financial support of UNICEF and is focused on violence prevention work through schools with students, teachers and parents.

Target organizations	Function
<p>Órgano Ejecutivo</p> <ul style="list-style-type: none"> - Ministerio de Gobernación, Dirección de Espectáculos Públicos de Radio y Televisión - Ministerio de Educación 	<p>Executive Office</p> <ul style="list-style-type: none"> - Ministry of Governance, Division of Public Broadcasts on Radio and Television - Ministry of Education, which functions as an implementing partner at the municipal level more than an active advocacy target.
<p>Ministerio Público:</p> <ul style="list-style-type: none"> - Fiscalía General de la Republica (FGR) - Procuraduría para Defensa de DDHH - Procuraduría General de la Republica 	<p>Public Ministry</p> <p>This is a ministry outside the three branches and consists of:</p> <ul style="list-style-type: none"> - The attorney general's office/office of prosecutors - Ombudsman's Office for the Defense of Human Rights - General Ombudsman's Office, comprised of lawyers and other professionals that assist crime victims
<p>Asamblea Legislativo</p> <ul style="list-style-type: none"> - Grupo parlamentario de Mujeres (GPM) 	<p>Legislative Assembly</p> <ul style="list-style-type: none"> - The parliamentary groups of women deputies and their advisors, which functions similarly to a caucus
<p>Instituto Salvadoreño para el Desarrollo Integral de la Niñez y Adolescencia (ISNA)</p>	<ul style="list-style-type: none"> - Salvadoran Institute for the Integral Development for Children and Adolescents, a semi-autonomous governmental organization charged with protecting the rights of children and adolescents as well as developing programs with children, families, government agencies, municipalities, and civil society organizations
<p>Las municipalidades prioritarias de Ahuachapán y San Marcos y a través los centros escolares en San Martín, Santo Tomás, y Santa Tecla</p>	<ul style="list-style-type: none"> - The priority municipalities of San Marcos and Ahuachapán, and through the schools in San Martín, Santo Tomás, and Santa Tecla.
Guatemala	
<p>Organismo Judicial</p> <ul style="list-style-type: none"> - Secretaría de la Mujer y Análisis de Género, Corte Suprema de Justicia 	<p>Judicial System</p> <ul style="list-style-type: none"> - Secretariat of Women and Gender Analysis, Supreme Court of Justice, mandated with defining, implementing, and monitoring the judicial system's policy on gender equity and the promotion of the rights of women.
<p>Organismo Ejecutivo</p> <ul style="list-style-type: none"> - Ministerio Público - Ministerio de Gobernación, Policía Nacional Civil - Instituto de Defensa Pública Penal 	<p>Executive Office</p> <ul style="list-style-type: none"> -Public Ministry, the equivalent of the Attorney General's or Public Prosecutors' Office -The National Civil Police, who are at the front lines of responding to and investigating GBV - Institute for Criminal Public Defense
<p>Otras instituciones</p> <ul style="list-style-type: none"> - Comisión de Derechos Humanos del Congreso de la República - Procuraduría de Derechos Humanos - Consejo Nacional para la Atención de las Personas Discapacitadas 	<p>Other institutions</p> <ul style="list-style-type: none"> - Human Rights Commission of the Congress - Human Rights Ombudsman - National Council for Attention to Persons with Disabilities, a coordinating and expert body that ensures government compliance with the laws and human rights of persons with disabilities

Influencing Approach

In El Salvador, the early years of the program were largely dedicated to generating interest in GBV prevention, as Oxfam and its partners spent months knocking on doors of government offices trying to gain attention for GBV prevention. It was an incremental process, which gradually engaged and attracted greater interest. Successful tactics included the identification of a cross-section of influential individuals to endorse the campaign and a period of high-visibility campaigning activities to get the issue on the public agenda, followed by a multi-pronged strategy to identify entry points where the

campaign could gain traction on the policy front, either at the national or municipal level. Since the passage of the LEIV, at the national level, training has become the core element of the program for disseminating and implementing new laws. The program's ancillary work includes efforts to further consolidate the legal framework and pass enabling legislation, such as the creation of special courts or regulations concerning public broadcasting, to give the LEIV more teeth. There is little national public campaigning. Municipal-level work has also diminished, if number of schools or municipalities the program engages with, and scope of work within these relationships, is used as a measurement. However, activities at the municipal level remain a key element in the logic of the PPGV. The program's objectives continue to encourage the presence of responsible and accountable government entities at the municipal level and to expand, and eventually mainstream, GBV prevention into the national school system.

In Guatemala, the same approach has been pursued on a much smaller scale, due to resource constraints.²¹ Shorter-term workshops are more frequently employed than longer-term *diplomados*, certificate courses with graduation requirements that can span months. Oxfam often collaborates with specialized units or commissions, which function within larger government ministries and are authorized to address gender and GBV concerns, rather than engaging in established, extensive relationships within higher levels of government.

Training Model

Although training is not a traditional advocacy tool, it has proved invaluable to the PPGV. It has been an important point of entry with government entities, provided an opportunity for the program to influence beliefs and attitudes, and helped to shape policy content. For example, close examination over the last few years of activities of Oxfam's primary collaborator, the FJG, uncovers a methodical and rigorous logic to its work. The FJG's approach aligns closely to PPGV's second Strategic Change Objective (SCO), which mandates strengthening "social and institutional mechanisms for the prevention of GBV to assure the obligatory application of national and local laws and policies, based on key actors replicating and adopting good and innovative practices that sustain prevention efforts." Analysis over a span of years reveals a process with a strong central core which has evolved with the maturing of the program. The PPGV's training model includes:

- The **application of adult learning theory** in which participants in *diplomados*, complete a combination of training, direct application of methods, and regular spaces to discuss progress. A participant may learn a little, return to their work place to apply the learning, followed by discussing progress with others. **This cycle is repeated until a final outcome is produced**, and a plan to put it in practice is designed. This outcome could be a draft law, gender policy, gender strategy, or curriculum design.

²¹ For example, Oxfam had to suspend activities in Chimaltenango due to lack of funds.

- The process itself **instills the idea that the participants themselves are change agents**, and, depending on its design, **creates camaraderie**. This social capital could be within single entities, such as the legislative assembly or the Supreme Court, or within a group of similarly-focused entities, such as politicians from different parties, public servants and CSO critics, or the range of justice organizations that tend to be siloed.

Internal Change Agents

“We’ve advanced, I’m sure of it. I’m also sure there is a long way to go. These are changes you have to do bit by bit. Through training and awareness raising we’ve reached many functionaries in the [judicial] system...and we’ve identified areas where there is more resistance; for examples colleagues that work in criminal court.” – Judge Jorge Quinteros Hernández, Family Court, El Salvador

- **GBV prevention champions are seeded in key institutions**. Through a process of accompaniment, these individuals are encouraged to seek ways to **create an enabling environment** as well as mainstream gender issues and violence prevention. This is generally done through a distinct process: firstly, a gender policy is created; then, a strategy for mainstreaming gender is designed, often in the context of institutional strategic planning; and finally, annual operating plans with specific GBV and gender-related objectives are developed to “bring it to earth”.
- The **FJG leverages its work in multiple countries** throughout Iberoamerica. In doing so, it **seeks to renew and reward high-level actors** in parliaments and the justice system by **sponsoring regional encounters** where female magistrates or parliamentarians can **exchange best practices and delve into key themes in more depth**.²² While sometimes face-to-face, these encounters are increasingly virtual, either in the form of one-off workshops or longer-term *cátedras virtuales*, or virtual lectures.
- The **FJG also seeks to build internal capacity**, working with planning departments, gender units, and internal training schools. It **uses a training-of-trainers model, with the original trainers also developing or customizing curriculum** for their institution. This has the **goal of reaching all departments in an organization**. For example, the lawyers in the PGR’s office should not be the only employees who have a working knowledge of gender and GBV issues. It is important that the PGR’s social workers, psychologists, IT personnel, and communications staff are also exposed to gender concerns. For example, gender training can help educate the IT department on the importance of collecting gender-disaggregated statistics. It can also encourage communications staff to adjust their messaging and terminology to be more gender-sensitive.
- **As certain concepts become more broadly accepted, the FJG introduces new concepts** and familiarizes its audience with new human rights instruments to **develop a strong culture of human rights**. For example, as gender, femicide,

²² For example, a regional conference of female magistrates was recently held in Cuba on the Feminization of Poverty and the Administration of Justice, examining ways in which the legal process impoverishes women or fails to protect their lives, livelihoods and property during the legal process (See FJG Bulletin for November 2015). The conference resulted in the [Havana Declaration](#).

other forms of GBV, and re-victimization become widely understood, the FJG might introduce concepts such as the intersectionality²³ of rights and forms of discrimination, and equip participants with new tools, such the rights of persons with disabilities.

To its credit, Oxfam America has maintained a relationship with the FJG for over 12 years and has supported it in implementing its model of change throughout this long period. Oxfam has also recently collaborated with organizations with more extensive resources and government influence, such as USAID, UNESCO, UNICEF, and UN Women, and has facilitated the relationship with the FJG and these high-profile organizations, so that FJG materials and approach can be incorporated in the anti-violence, child-rights, and other programs of these organizations.

Training Content

Key themes developed during the 2013-2015 period to facilitate government interventions by the FJG and Oxfam in collaboration with its partners were:

- The application of LEIV and the Law for Equality, Equity, and Non-Discrimination in El Salvador;
- Long and short-term courses on legal arguments applied in cases of domestic and other forms of GBV against women, children, and/or adolescents, as well as another course on how women's rights can be violated during judicial proceedings in both El Salvador and Guatemala;
- Courses which cover the access to justice for different population groups and the intersectionality on the rights of women, children, adolescents, indigenous peoples, the elderly, and the disabled, specifically designed for legal and judicial functionaries. These courses are complemented by *diplomados* on the intersectionality of rights, aimed at reaching CSO staff. The latter had the agenda of building the capacity of CSOs to hold the justice system and the legislature more accountable. These courses were a focus in Guatemala, with the help of Congress' Commission on Human Rights as well as in El Salvador, with the aid of the Parliamentary Group of Women;
- A course with additional coaching for 50 staff of the PGR on women's rights under the law to improve the services the PGR offers in El Salvador;

²³ Intersectionality refers to the study of overlapping social identities (e.g. female, indigenous, elderly, poor) and related systems of oppression and discrimination.

- Joint training to equip strategic planning and gender units to better accompany planning processes in their institutions. This training complements courses on the development of policies, strategies, and operational plans that integrate women’s rights, mainstream gender, and promote violence prevention for a variety of institutions. The most recent

Intersectionality and the protection of child rights

“After the diplomado on intersectionality and human rights [at ISNA] we formed a commission, identified lines of action and point persons on gender. The commission is advancing the theme of gender...in all the programs of ISNA. We have extended [the orientation] to the shelters for children and adolescents. ...For us, it’s especially important to work with girls to prevent situations in which they sometimes find themselves.” Tania Ramirez, Gender Unit, ISNA

examples in El Salvador are the PGR and ISNA. In Guatemala, recent examples include the Supreme Court and Public Ministry;

- Workshops on human rights of indigenous peoples from a gender perspective for indigenous women and traditional authorities in Guatemala; *and*
- Courses on masculinity for National Police and traditional authorities in Guatemala.

Based on information provided by Oxfam, between 2013 and 2015, the **El Salvador program has reached over 19,000 people**. This includes government functionaries, teachers, parents, student trainees, and the students trainees in turn duplicate the training with classmates and also instruct their families.²⁴ **The program has supported 39 events**, ranging from sessions in schools with parents, teachers, and students to intensive *diplomados* whose durations span from several weeks to six months and in which a wide range of government entities participate. A total of 73 percent of people exposed to the program have been reached through school and art programs; just under 25 percent are government functionaries who undergo more intensive and/or more specialized training.

Table 6 indicates courses and other forms of engagement that have occurred in 2014 and 2015 in Guatemala, although specific numbers were not available for all of events listed.

Table 6. Program Activities in Guatemala

Partners	Type of Training	Specifics
2014 – National Level Training		
FIECA	Workshop	30 local men on human rights and ‘new’ masculinity
USAID and FJG	Diplomado in Legal Argumentation	Institute for Criminal Public Defense for public defenders in twelve departments
FJG	Series of two-day workshops for Dept. Managers	Public Ministry (Prosecutors’ Office) developing annual operating plans with a gender perspective
2015 National Level Training		

²⁴ PPGV, “Annex 1: Procesos de Formación y Asesoría [2013-15],” internal document, Oxfam America, no date.

Partners	Type of Training	Specifics
Oxfam GB, Oxfam Intermón, and Oxfam America with FJG	Workshop on Intersectionality	For gender justice and other staff from all three affiliates in Guatemala
Commission of Women	Three-part series of workshops	Workshops on Power and Society, Intersectionality and Power for CSOs
UNESCO and FJG	Five-month <i>diplomado</i>	With the Coalition on Equality and Human Rights on Human Rights and Intersectionality; 45 participants graduated
USAID and UN Women	Workshop	Workshop on rights of indigenous peoples from a gender perspective, with judicial functionaries in Sololá, the Secretariat of Women and Gender Analysis (SMAG), and the Unit for Indigenous Peoples in the Judicial branch
USAID	Series of workshops	For all units of the Judicial Branch on operational planning from a gender perspective
UN Women	Workshop (territorial)	Gender Justice Works with ancestral authorities in Sololá, Santiago Atitlán, and Totonicapán
UN Women	Workshop (territorial)	90 functionaries from various departments, including 30 functionaries from Sololá on 'new' masculinity
UN Women	Workshop	120 first responders on better response based on sensitivity to different needs of victims based on gender, ethnicity, disabilities, etc.
Territorial Training		
FJG		Training of 35 Ventanas Ciudadanas in Santiago Atitlán; formation of nine community committees
FIECA and ESCENICA	Establishing a House of Culture	Included the Municipality of Santiago Atitlán and the Counsel for Local Development (COCODE); the municipality committed to the leasing and renovating an abandoned building to create a "House of Culture," or a children's art center dedicated to programs that promote violence prevention
FIECA and ESCENICA	Training and Mentoring	Working with Regional Education Directors, students, teachers, and parents, the program supported the formation of five School Violence Prevention Committees.
ESENICA	Exchange	Exchange of student theater groups between El Salvador and Guatemala
ESENICA	Training and mentoring	Creation of a student and art group in Santiago Atitlán and the adaptation and translation into local language of five traditional stories. Theater groups performed these five stories to illustrate and challenge attitudes and practices around GBV.

Work on Legislation

The women's parliamentary group advancing gender justice at the national and departmental level

"The GPM leads the full parliament with a common agenda where we find a convergence of thinking. We've created a gender unit, we've disseminated the law to all the departments in El Salvador, and gender is on the agenda of 13 departments and now the doors are open. We'd like for each department to have a gender unit to do advocacy with the population for the construction of laws and protocols and the establishment of women's commissions in each department." Dinora Aldana, technical advisor, Legislative Assembly.

In El Salvador, Oxfam, and principally the FJG, worked with the Salvadoran **Legislative Assembly**. The FJG and Oxfam partnered with the advisors to the Parliamentary Group of Women (GPM) and female legislators on developing a continuous legal agenda which ensures implementation of existing laws and expands upon the legal foundation for women's rights. This includes adding political violence against women as a form of recognized GBV under the LEIV; strengthening the law to ensure GBV survivors receive reparations;

developing regulations on public broadcasting which meet the guidance provided by LEIV; finalizing the law establishing special courts to deal with cases of femicide and other forms of GBV; and drafting legislation on access to sexual and reproductive health services, which remains a particularly controversial topic. In both Guatemala and El Salvador, FJG has worked with women legislators and authorities from the judicial and legal system on **'cabildeo legislativo' or legislative advocacy**. The term appears to have a dual meaning depending on the course, one describing more traditional legislative lobbying and oversight by citizens and the other referring to internal advocacy, such as helping women legislators move policy through the legislature. Oxfam and FJG have also worked with the Ministry of Governance's Division of Public Broadcasting of Radio, Film, and Television in El Salvador to develop draft language on oversight of public broadcasting. This new language would provide more standards, guidance, and legal recourse to ensure that the normative guidelines in LEIV are applied. A *diplomado* was also designed around the drafting of the proposed legislation, which began by sensitizing staff to not only question the overtly sexist, violent, or misogynistic content of the media, but also identify and interpret more subtle or seemingly benign content to which many people are inured, such as car advertisements featuring women in skimpy bikinis.

Internal Advocacy

In the Legislature in EL Salvador: *"When we started the GPM, it was radical and unorthodox. For other countries that don't have our historical antecedents, it wasn't so unusual... [but] we did this after a period of civil war, there were deputies from the FMLN who were ex-combatants. It was difficult even to imagine this, but we demonstrated that around the theme of women, we could come together."* Diputada Marta Evelyn Batres

"Beginning in 2008, we worked with Rodrigo (from FJG) in the caucus... Here was a space where we could place themes that we hadn't worked on before, that we don't agree on, but can

see if we can come to an agreement. Although we are from different parties, we work together and reach consensus, and each of the advisors goes back to her party to present the common position. So this is important because we do internal advocacy, renewing and strengthening our arguments.” Aracely Bautista Bayona, Legislative Analyst, El Salvador

In the Supreme Court in El Salvador: *“We’d been working on [the gender policy] for many years, both male and female judges, but it wasn’t ever approved by the full court. We took it up again with the gender unit – both the policy and training and awareness raising – and we achieved that the court approved the policy, with a majority of men on the court. The support from Oxfam and Rodrigo was important because we had to revise the policy and we had to keep advocating for it.” Doris Luz Rivas Galindo*

Across Ministries in Guatemala: *“Oxfam helped me with the assessment I could give to the Attorney General, generating a vision and strategic program work within the Justice System and, through the courses offered by the FJG, forming strategic allies within the Public Ministry. This resulted in a successful follow-up process that allowed us to develop a strategic plan for the mainstreaming of the policy for Equality and Gender in both the judicial system and the Public Ministry.” Maria Eugenia Morales, Technical Advisor, Gender Unit, Public Ministry*

Work with Municipalities and in Schools

An important part of the design of the original campaign was work with local mayors’ offices in seven municipalities: Ahuachapán, Mejicanos, Morazán, Nahuizalco, San Marcos, Santa Tecla, and Usulután. Work in municipalities has been scaled back significantly, due to resource constraints, changes in capacity of some original partner organizations, and safety issues caused by gang territoriality.²⁵ Much of the remaining effort with municipalities has been consolidated into Ahuachapán, where work on GBV has been institutionalized to the point that, when a new mayor was elected in March 2015, he gave new impetus to the work.

The design of the original campaign also included the pilot a GBV curriculum in 45 schools. In El Salvador, and in partnership with UNICEF, Oxfam continues to support the development and operation of GBV prevention committees in 28 schools, reaching 17 fewer schools from the original pilot, in five municipalities. The committees are organized by students with a faculty sponsor and engage their peers in a series of activities over the course of the school year. Activities have evolved over time to include the sensitization and training of school administration, education of teachers about their obligations under the new regulations regarding sexual assault and other forms of GBV in schools, and the expansion of the committees’ role on campus, such as monitoring high risk areas for sexual harassment or assault on school grounds. Parental involvement is a fairly recent priority that emerged because students were finding resistance when introducing new ideas about gender equality and a right to a life free from violence in the household. Parental engagement efforts have included hosting parent assemblies, with some schools launching parent committees to prevent violence.

²⁵ This is covered in more detail in the Hume evaluation. DOES THIS EXSIST?

The latter endeavor is often part of the larger effort to address societal violence as a part of the strategy of CHECCHI/USAID and UNICEF in El Salvador. The most innovative effort has been survey collection, where students interview their peers about their experiences with GBV at home and in school, using tablets for rapid data processing. They now have baseline data on the incidence of GBV in their schools that will help them judge if the school GBV are working when the survey is repeated. .

Leveraging Relations in the Education Sector

“Before I worked with FIECA, so earned a diplomado while with them from FJG. It helped reinforce an identity I already had – that I was an agent of change. So when I assumed this post, I was better prepared to confront the issue of GBV...Initially, EDUCO did individual workshops with Oxfam as our first experience with them. The workshops sensitized [our staff] about gender, prevention of violence, and what can be done to address it. Beginning this year, we will be mainstreaming the theme of GBV and will be giving four workshops for eight hours of training.” Alicia Avila, Executive Director, Educo

In addition, Oxfam has begun work with Educo, an organization which operates in 300 schools in five territories and, like the PPGV, works with mayor’s offices in a selection of municipalities. In Educo’s case, work on the municipal level seeks to establish local inter-sectorial committees for the rights of children and adolescents, in collaboration with ISNA and the National Council on Children and Adolescents (CONNA). Oxfam’s partnership with Educo has worked to integrate GBV prevention into Educo’s programs for both students and mothers with young children.

In Guatemala, the PPGV is reaching municipalities through the training of government functionaries operating at the departmental or municipal level. This includes masculinity and GBV training for National Civil Police (PNC); educating 120 first responders from the PNC’s emergency 110 telephone number in appropriate response to calls that involve or may involve GBV; and assigning staff to the Secretariat for the Prevention of Violence. It was not possible to ascertain the impact on trainees or specific changes in practice.

At the territorial level, Oxfam has replicated many of its Salvadoran strategies and initially implemented them in Chimaltenango and Sololá. Due to budget constraints, the program reduced activities to the communities around Lake Santiago. In the period under review, Oxfam has:

- Worked with indigenous women leaders to create nine community committees for prevention of GBV, consisting of 20 women each and replicating the *Ventanas Ciudadanas*;
- Created student committees for the prevention of violence in five middle schools;
- Created a youth theater group with the support of ESCENICA from El Salvador, who facilitated an exchange between its Salvadoran youth theater group and the new Guatemalan theater group;

- Conducted a two-day workshop with women’s organizations, traditional authorities, local police, and representatives of the justice system, which effectively overcame resistance to the establishment of specialized tribunals to address GBV from traditional authorities in Sololá; and
- Achieved an agreement between the mayor of Santiago Atitlán, Oxfam, FIECA, the Youth Network (Red de Jóvenes), and the Council for Community Development (COCODES) to rehabilitate an abandoned building into an arts center for youth and adolescents, a project funded by a family foundation.

Linking Local and National Efforts

The PPGV has worked with COCODES, familiarizing members with policies related to gender and opening up spaces of participation. However, efforts have been met with some resistance. Traditional authorities have been strongly opposed to the creation of specialized courts, which would hear cases of violence against women, as potentially impinging on their role to solve conflicts in their communities. With UN Women, representatives from the judicial system, and the Public Ministry, FJG organized an interchange of experiences between traditional authorities from Totonicapán, where there has been greater openness, Sololá, and Chimaltenango. After an intensive two-day meeting, the community of Sololá accepted the presence of the specialized court.

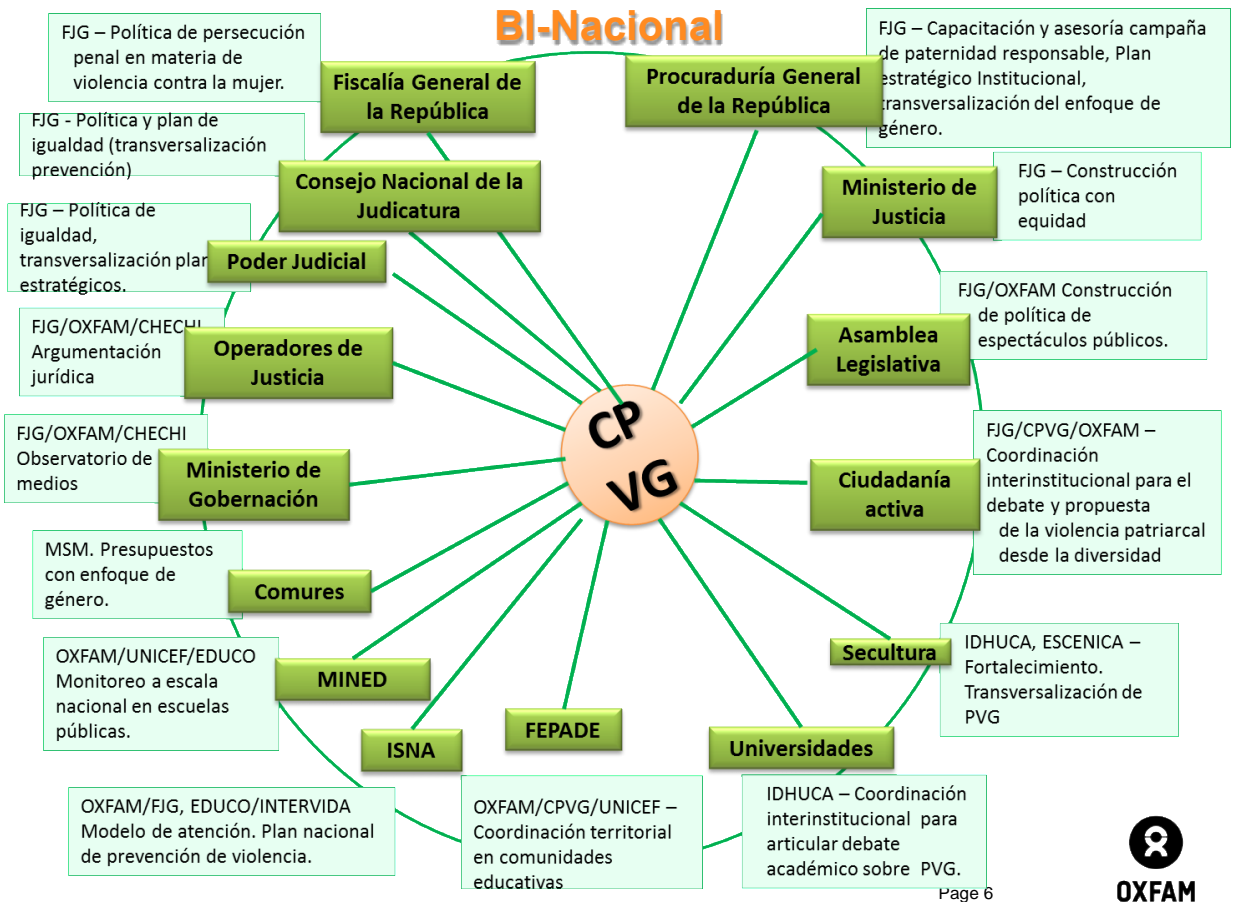
Public Events

Unlike the initial years of the campaign, public events and national-level publicity have not been as central to the strategy over recent years, despite the commitment in the revised PSP. Targeting mixed audiences, Oxfam, FJG, and other sponsors episodically bring stakeholders together for events, such as workshops and panels. Hosting such events can draw attention to issues such as sexism and violence in the media. They can also highlight the progress and challenges of implementing LEIV standards, not only through effective legal argumentation, but also in more respectful treatment of the women they are meant to serve. The one initiative that generated significant press during this period was the publication of the GBV in-school survey results which were co-funded by Oxfam and UNICEF. One article dated March 10, 2013, headlined “19 percent of sexual assailants are in schools,” quoted both the study and spokespersons from Oxfam and UNICEF at length.²⁶

Graphic 2 summarizes the program’s targets, collaborators, and actions.

²⁶ For the original article, please visit: <http://www.elsalvador.com/articulo/sucesos/por-ciento-agresores-sexuales-esta-las-escuelas-76319>

Graphic 2. PPGV Targets, Collaborators and Actions



Source: Presentation “Estrategia: campaña de la prevención Violencia de Género ‘entre vos y yo una vida diferente.’” October 2014. Note: Dark green signifies targets; light green signifies Oxfam actions and collaborators.

RESULTS

1. Key training institutes in the justice system incorporate curriculum on gender, human rights, GBV, and intersectionality, a vital component of establishing program sustainability. Lawyers, judges, and other officials in the legal system have been trained on the content and obligations under laws, policies, and protocols related to GBV due to program efforts. In El Salvador, the program has worked with three key schools: one in the National Council of the Judiciary (CNJ), the body responsible for selecting, training, and supervising judges; another in the FGR, which directs its programming at prosecutors; and the third in the PGR, which is staffed with lawyers, psychologists, and social workers. In the early years of the campaign, Oxfam lobbied

tirelessly for the first two professional training schools to offer a course on gender and violence prevention. Both organizations now offer these courses, which are taught by internal staff trained by the PPGV. Table 7 describes the relevant course offerings by organization in El Salvador.

Table 7. Course offerings of Professional Training Schools in the Justice Sector, in El Salvador

National Council of the Judiciary (CNJ) Courses offered under Gender ²⁷
<ul style="list-style-type: none"> - Advances and Obstacles in the Application of the Law of Equality, Equity and the Eradication of Discrimination - Analysis of the Integration of the Law Against Intra-Familial Violence and the LEIV - Procedures of the Law Against Intra-Familial Violence - The Psycho-Social Model in the Comprehensive Intervention in the Phenomenon of Violence - Human rights of women on the national and international levels - Incorporation of a gender perspective in the judicial arena - Femicide in the LEIV - Rights, Guarantees, a Duties toward Children and Adolescents: Guiding Principles
Attorney General's Office (Fiscalía General de la República – FGR)²⁸
<ul style="list-style-type: none"> - Theory and Juridical Basis of the Crime of Femicide - Virtual Course on Security of Citizens and Gender - Course on the Prevention of GBV - Technical Course on Legal Strategy for the Training Program for the Specialized Unit for Attention to Women -The ABCs of the LEIV for public servants - Technical Course on Legal Strategy and Femicide for the Specialized Unit for Attention to Women - How to Avoid the Re-victimization of women affected by GBV

It appears that Oxfam has worked the most closely with the PGR, which established its own training center in 2012 to serve its 1300 employees. The center started with 48 facilitators accredited in the “training of trainers” methodology. In its early stages, the center collaborated closely with the FJG and Oxfam to “[support] the process of strengthening the PGR training school.” Over of the span of a few months in 2013, **the FJG worked with 30 instructors to develop curriculum to mainstream gender, based on existing laws and obligations. Later in that same year, it worked on annual operating plans to mainstream gender with all departments within the PGR,** such as the national department coordinating client assistance, the finance department, and human resources. Subsequently, the PGR assumed the responsibility for training is staff on GBV and its prevention. In 2015, the PGR offered several courses either independently or, at most, supplemented with only modest advice from the FJG.

Carlana de Parada, a current employee of the USAID and CHECCHI partnership, and former staff member of the PGR training school, says of PGR’s commitment:

“The PGR did a lot of courses for the express purpose of bringing to life the gender mainstreaming policy, with people from all the units within the PGR. Rodrigo [FJG] designed modules appropriate for each unit and later he accompanied the trainers

²⁷ CNJ gender-related courses found in relevant course catalogues, found [here](#) and [here](#).

²⁸ FGR gender-related courses found in relevant course catalogues, found [here](#) and [here](#).

with coaching for implementing the modules. He made them *effective* trainers, such that, even if they were offering a course on attention to minors and women, people from other units were coming...Last year there was a course on the construction of sexual identities, because people were asking for it, and people came, including security guards, which is important because those are the first faces the public sees when they enter the institution.”

In a letter of thanks to Oxfam, dated January 16, 2016, General Ombudsman wrote:

“Thanks to your support, we are able to continue meeting our mission and commitment to provide women access to justice...In 2015, [we] have promoted the mainstreaming of gender and the principles of equality and non-discrimination, and have succeeded in sensitizing 50% of our personnel, and have improved the physical plant and equipment in 10 units for Specialized Attention to Women...Between October 2014 and September 2015, through [those units], we assisted 5,238 women: 3,943 who sought legal assistance, 825 who sought accompaniment, and 1,336 who sought orders of protection.”

Unfortunately, no further data was available concerning the quality of the courses offered by the CNJ, PGR, and FGR. For example, information on the frequency of course offerings, the amount of people attending and completing courses, and levels of obligation for courses remains unknown. In other words, there is installed capacity within these organizations, but it is not clear how effectively it is being deployed.

It is likely premature to make concrete claims about program sustainability in Guatemala. The program utilizes the same mechanisms as its Salvadoran counterpart: it works to build the capacities of key influencers in target institutions, support citizens’ capacity to hold their government officials accountable, and forge alliances within and across governmental and civil society organizations. However, the Guatemala office reports that success has proven incremental. Positive signals, such as the growing attendance at the *cátedras virtuales* and the adoption of a gender policy by the CSJ, have led the program to believe in its potential to capitalize on the increasing momentum, based on growing experience and a network of relationships.

Openings, but gaps remain

*“The *cátedras virtuales* and the opening up of the Supreme Court to women, where there are now five female magistrates, is reducing the gap. We’ve presented the strategic plan for the judicial system that includes a gender focus. It’s important to sustain these formative processes with a diversity of models. In Guatemala society, there is a need for continuity of programs and also the opening of new ones.”* Gloria Margarita Lopez Garcia, Secretariat of Women and Gender Analysis (Guatemala)

2. The respective governmental, community and Civil Society systems in each country have been permeated with staff sensitized to women’s rights and GBV.

Between 2007 and late 2010, the PPGV in El Salvador had funded the training of roughly 1000 people. Of this number, the program reached a wide range of stakeholders, including national and municipal-level government functionaries, civil society organizations, and community women at the municipal level. The number of

functionaries trained through the PPGV, excluding those from the Ministry of Education, has been considerably lower in recent years, amounting to roughly 750. Considering the increased internal capacity of the organizations the program works with, this is an understandable shift. In more recent years, the Oxfam program is strategically targeting staff and covering topics that will potentially have greater ripple effects. In addition to the “training of trainers” methodology mentioned above, this includes:

- Training the leadership of all units, with a special focus on the planning and gender units, in the PGR and ISNA in El Salvador as well as the Supreme Court and Public Ministry in Guatemala. This training seeks to empower leadership to develop strategic and/or operational plans which mainstream gender into all operations. Such leadership has both the authority to insist the plans incorporate a gender perspective and the supervisory role to monitor implementation.
- Training designed by the FJG on legal argumentation which highlights how lawyers and judges have failed to incorporate both national law and international conventions on the subject of GBV. This training also demonstrates how legal systems can perpetuate stereotypes and misogynistic attitudes, such as when a rape victim is blamed for her rape. The training’s direct output should be the application of new legal reasoning and vocabulary by lawyers and judges. When achieved, this is a highly visible way to signal change, especially as court sentences are public documents.
- In El Salvador, FJG and Oxfam continues to work with the GPM and their technical advisors. This partnership seeks to deepen the knowledge of returning women deputies and incorporate newly-elected women and their staff, preserving a multi-partisan approach to women’s rights in an otherwise highly factional legislature.
- Over time, partnerships with schools in key municipalities have significantly expanded. Municipal-level work with schools, which initially involved primarily children, now engages teachers, school administrators, and parents. This expansion functions under the premise that system-wide change requires the participation of all stakeholders. Dissemination of GBV prevention content will only increase at the rate that UNICEF and Educo incorporate it into their programming.²⁹

Sufficient information concerning the training’s influence on participant attitudes, beliefs, and practices, and how such improvements might provide better access to justice and safer communities and schools, remains unavailable. For example, it was not possible to determine how court sentencing practices have changed, as neither the courts nor civil society actively monitors this information. While respondents noted promising progress, and several pointed to an increase in official GBV-related complaints, this trend isn’t reflected in the PNC data in Chart 2, found on page 18.

Mainstreaming Women’s Human Rights in Legal Proceedings

²⁹ This is discussed in more detail in the evaluation by Hume, 2016. **AGAIN, DON'T KNOW IF YOU EVER GOT THIS**

In an eight-module *diplomado* with prosecuting attorneys, “we studied sentences...and the analysis allowed us to learn by doing – what was missing in the investigation, how was the victim treated, how was the evidence treated? All this using the theoretical and practical tools the course provided us...At the end we did mock trials, with prosecuting and defending attorneys, with us role-playing victims and perpetrators. It was very practical and very valuable. At the end of the exercise, we did an evaluation where we critiqued our own performance, the arguments we used, whether we’d referenced international law, which is not the norm here when writing sentences.” Carlana de Parada

3. The number of GBV prevention supporters in positions of influence, as well as internal champions who advocate within their organizations, has increased.

Although Oxfam does not systematically track the career paths of PPGV participants, there is some evidence to suggest that they serve in the upper echelons of national government in El Salvador, as well as in municipal-level leadership. For example, when considering the career trajectory of CSO staff who participated during the early years of the campaign, and have since transitioned into government positions, Yanira Argueta and Elda Ortiz are notable successes. Yanira Argueta, who formerly served as the Executive Director (ED) of AMS, is now the National Director of ISDEMU, the government entity responsible for the advancement of women’s rights and the oversight of the implementation of LEIV and the Law of Equality. Elda Ortiz, a board member of AMT who later assumed the directorship of ISNA, has spearheaded a process of mainstreaming GBV prevention in all ISNA’s departments and programming directed at youth. Table 8 lists four CSO staff who are currently employed by the government.

Table 8. PPGV collaborators who have moved into government

Name	Previous Affiliation	Current Position
Yanira Argueta	ED of Association of Salvadoran Women (AMS)	National Director of ISDEMU, the government entity responsible for overseeing the implementation of LEIV
Karen Campos	Technical Coordinator of AMT	PGR lawyer, employed in the unit that supports GBV violence victims through the legal process
Franzi Hato Hasbún	Director of Surveys at CSD-Sondea, a polling company	Secretary of Governance and Commissioner of Citizen Security and Co-Existence
Elda Ortiz	Board member of AMT	Director of the Institute for Children and Adolescents of El Salvador (ISNA)
Cesar Pineda	Artistic Director of ESCENICA	National Director of Houses of Culture

Source: Communication from Oxfam America

When conducting a similar analysis in the justice system, PPGV participants account for at least three current or former Supreme Court judges, such as current judges Paula Patricia Velásquez and Doris Luz Rivas Galindo, as well as former judge Marina e Áviles. Two PPGV-trained individuals who had positions of influence in the CNJ are currently judges: José Alberto Franco serving in the Family Court and Leonardo Murcia

serving in the Appellate Criminal Court. Finally, one PPGV trainee, Wilfredo Mármol Araya, now serves as senior advisor in the Institute of Legal Medicine.³⁰

Table 9. PPGV trainees at high levels in the Judiciary and elsewhere

Name	Former Post(s)	Current Post
Lic. Wilfredo Mármol Araya	Strategic Planning Department, Institute of Legal Medicine, Supreme Court of Justice, Reference Group on Masculinities, Gender Unit	Advisor to the Leadership of the Institute of Legal [Forensic] Medicine, Supreme Court of Justice
Lic. José Alberto Franco	Coordinator of the Area Right of the Family, RAC, Gender and Children and Adolescents of the Judicial Training School, CNJ	Judge in Family Court
Lic. Leonard Murcia	Member of the Judicial Board, CNJ	Appellate Court Judge in Criminal Court
Paula Patricia Velasquez	Assistant Attorney General	Supreme Court Judge
Dra Marina e Áviles	Human Rights Ombudsperson; Supreme Court Judge; El Salvador's Ambassador to Geneva	Secretary General of the System for the Integration of Central America.
Lic. Doris Luz Rivas Galindo	Magistrate in the Criminal Court, Supreme Court of justice	President of Criminal Court, Supreme Court of Justice

Source: Communication from Oxfam America

Numerous functionaries in leadership positions within the FGR, including several women in San Salvador, have been trained by the PPGV. Table 10 indicates that the FGR has 51 personnel, spanning over 18 municipalities, leading within key units that respond to a range of crimes.

Table 10. PPGV training participants in the FGR

Name	Position in San Salvador
Personnel in San Salvador	
Lorena Cecilia Morales Rivas	Head of the Unit of Specialized Attention to Women
Gloria Guadalupe Quintanilla	Head of the Specialized Prosecuting Unit for Gang Violence and Homicides
Selma Aracely Mendoza Martinez	Coordinator of the Specialized Prosecuting Unit for Robbery and Car Theft
Angela Roxana River de Dominguez	Sub-director of the Training School of the Fiscalía
Maria Zenaida Rivera Gomez	Director of the Training School of the Fiscalía
Summary in Municipalities	
Number of leaders per Municipality (18)	Number per position
3 - Mejicanos	5 Heads of Early Response Unit
3 - Soyapango	5 Heads of the Unit for Crimes Against Life and Physical Integrity
3 - San Vicente	5 Chiefs or Coordinators for the Unit for Specialized Assistance to Women
4 - La Libertad	6 Heads of the Prosecutor's Office
4 - San Miguel	6 Directors, Sub-directors or Heads of Units dealing with different aspects of societal violence (gangs)
4 - Santa Tecla	
9 - San Salvador	7 Heads of the Unit for Receiving Criminal Complaints

³⁰ Lic. Mármol writes and speaks frequently on the issue of masculinity and the law. He seems to have been particularly influenced by the work of IMU and Casa Bartolomo, members of the CPVG in its earliest phases that sponsored a series of dialogues between genders ('inter-genéricos').

21- Other: One or two persons per municipality	10 Heads of the Unit for Crimes Related to Children, Adolescents, and Women 7 Other
51 Total	

Source: Communication from the FGR.

Additionally, all female deputies within the **Legislative Assembly** are members of the GPM. This parliamentary group, established by the Assembly in September 2011 when only 17 out of 84 or 20 percent of the deputies were women, was originally conceived during the drafting of the GBV prevention law.³¹ At the start of the 2015 session, 27 out of 84 deputies, or just under a third, were women, as required by the Law for Equity. Seven of 11 total deputies, or roughly 63 percent, of conservative ARENA party members participated in PPGV training, while three of 15 total FMLN deputies, or 20 percent, were trained by the PPGV.³²

In addition to the GPM, El Salvador's Legislative Assembly includes a Permanent Commission on Women and Gender Equality, a group established by the Law for Equality. The Permanent Commission's current members include five female and three male deputies. Interestingly, the traditionally domestic Commission on Family, Childhood, Adolescence and Old Age, which focuses on issues related to the integrity of the family, and the rights and well-being of minors, the elderly, and the disabled, a set of concerns of interest to the PPGV, has equal representation of five men and five women deputies.³³ One scholar, in a review of women's influence in Latin American and Caribbean legislatures, notes that women in legislatures that have specialized committees designated to tackle with women's issues, rights, and equality, *in addition to* a women's caucus, "...appear strongest for advancing women's interests, making the cases of El Salvador, Colombia, and Uruguay especially notable" (Piscopo, 2014: p. 17-18). In the interview with Deputy Marta Evelyn Batres, who currently serves as President of the GPM, and Aracely Bautista Bayona, who serves as a technical advisor, both individuals noted that women were increasingly presidents of important commissions, such as External Relations, Economy, and the Budget. While many factors contribute to increasingly empowered female legislators, the many years of partnership between the FJG and the GPM has been an essential resource.

There is also evidence of greater cross-institution collaboration. Concerning special courts to address femicide and other forms of violence against women, Magistrate Rivas Galindo of the Supreme Court says:

"We now have a technical team and we worked with the Legislative Assembly and the Commission for Women's Equality to elaborate the proposal for the specialized tribunals...We don't want to duplicate efforts, we are working from a position of

³¹ Its seed was the *diplomado* offered to female deputies and their technical advisors funded by Oxfam and implemented by FJG. Later, the criminal component of the LEIV was added, working with the GPM to reconcile the two versions.

³² The disproportionate number of ARENA trainees may be because more of them are new to the legislature or a belief on the part of the FMLN deputies that they are already sensitized to gender issues.

³³ Information accessed at <http://www.asamblea.gob.sv/comisiones-legislativas/permanentes> on 9 January 2016.

more inter-institutional collaboration...We are looking at how to articulate various efforts so we can maximize our resources, especially around training.”

There has also been an increasingly productive effort of inter-institutional collaboration between the Public Ministry and the Judicial System in Guatemala.

Joint training for joint action

“We did an inter-institutional training of trainers and we included staff from Legal Medicine, the Supreme Court, and the FGR because everyone wants to prepare their people, and there is nothing like having internal human resources. In my role [at CHECCHI], I’m trying to improve coordination because when people in different entities don’t know each other, they can’t serve the victims effectively. Now they’ve made a group on WhatsApp and they stay in communication with each other...In the past, if someone came in with a [poorly prepared] complaint, well, the attitude was “It’s not my problem, I’m not going to do anything.” Now we’re insisting that our activities involve all the [relevant] institutions, because they are all part of the same effort.” Blanca Rosa Diaz de Medina, CHECCHI

International funding organizations, both governmental and non-governmental, have proven to be important influencers to the Salvadoran and Guatemalan governments. Oxfam, through its alliances with UNICEF, UNESCO, USAID/CHECCHI, USAID/Soluciones, UN Women and Educo, has been able to either introduce the issue of GBV prevention, or further promote it through innovative methods. PPGV’s linkages with CHECCHI, the contracting firm for USAID’s justice work in El Salvador, is a clear example of the ripple effects of the program. Maria Elena Muñoz, who serves as the sub-director for the Strengthening the Justice Sector Project, Blanca Rosa Díaz de Medina, a specialist in Institutional Strengthening, and Carlana de Parada, a specialist in Juvenile Justice, all participated in at least one *diplomado* offered by FJG under the PPGV. All three women were all part of PGR training school, maintaining leadership positions and a strong commitment to developing GBV curriculum. Now functioning in roles within CHECCHI, they are in a position to have sector-wide influence. Additionally, the resources dedicated to justice sector reform in Guatemala and El Salvador are likely to increase dramatically in the near future, following US Congress approval to contribute an additional \$750 million to address violence in the “Black Triangle” of Guatemala, Honduras, and El Salvador.

4. Progress has been made to institutionalize a focus on gender and/or GBV prevention within key institutions.

In addition to incorporating a focus on gender into strategic planning processes and annual operational plans and expanding gender training, there are clear signals that some government entities are further institutionalizing their gender commitment, which includes:

- The PGR’s edited mission statement, which now opens as follows: “To promote and assist *with a gender focus* the defense and protection of the rights of the Family, Children, Men and Women, and the elderly...”

- The recent approval of a gender policy by the Supreme Court in El Salvador and the CSJ in Guatemala, which utilized advice from Oxfam and the FJG and followed many years of work and internal lobbying;
- The Ministry of Education in El Salvador's approval of a Protocol for addressing sexual assault and other forms of GBV. Over 600 teachers have been trained in the protocol in the 26 schools where UNICEF and the PPGV are present, with the Ministry of Education planning to disseminate it throughout the national school system. In addition, the Ministry of Education has created a unit for monitoring violence in schools within its strategic planning division. This unit will replicate the student-led monitoring process, focusing on 10 municipalities with the highest frequency of violence;
- A law at the point of approval in El Salvador, which establishes special tribunals to address cases of femicide and other forms of violence. The GPM intervened to make this piece of legislation stronger and more specific, utilizing on training in internal advocacy from FJG;
- The development of a model for comprehensive services for children and adolescents, with a focus on rights, gender, and social inclusion, by ISNA. The model is partially based on PPGV training as well as leadership from its Executive Director, a former CPVG activist. ISNA has also formulated a national plan for violence prevention for children and adolescents, which includes GBV;
- The work of Unidad Técnica Ejecutiva (UTE) of the Justice System in El Salvador to coordinate the courses of the three training schools of the PGR, FGR, and CSJ. This work seeks to ensure that key topics are offered frequently enough, are of consistent quality, and are practical enough to be applied. It has also established an ongoing, inter-institutional round table on gender in the justice sector and related institutions.
- The *cátedras virtuales* hosted and transmitted by the Supreme Court in Guatemala on topics related to GBV, intersectionality, and women's rights, which attract high-level participants from throughout Ibero-America. Guatemalan participants convene in a conference space hosted by the court, which creates an opportunity for high-ranking functionaries from different parts of the judicial system to network, reinforce learning, and renew commitments to addressing GBV. Attendance in Guatemala can reach 80-100 persons. This space also positively reinforces progress, as participants take considerable pride in sharing their experiences internationally (e.g. [with special tribunals](#)). Staff from the Public Ministry have recently started to participate in these virtual events: another signal of the closer relationship between the judiciary and the Public Ministry.

5. The PPGV has the capacity to function within all four quadrants of transformational change, as defined by the Gender at Work framework.

Table 11 summarizes the PPGV's capacity to work within the four quadrants of transformational change, as defined by Oxfam's Gender at Work framework. This is one of the PPGV's strengths, as is its **capacity to manage and foster relationships, knowledge, and**

funding to deepen commitments to GBV prevention, on both the institutional and individual levels. This also reflects a **clear understanding of the need for informed and capable duty-bearers, as well as informed and capable rights-holders**. This may be the central aspect of Oxfam’s **value addition**: its ability to work across organizations, across levels, communities, and party lines over an extended period of time, fostering a convergence toward the prevention of GBV. Several respondents echoed this observation, including Blanca Rosa Diaz de Medina, who said:

“Oxfam is doing a very valuable work and, by making alliances with organizations like ours (USAID/CHECCHI), is putting more force behind our work, so that we can execute major efforts such as the *diplomados* we’ve done. Moreover, Oxfam hasn’t only supported the institutions in the [justice] sector, but has also empowered women in society, in specific communities. This is very important, because **when institutions from the sector encounter people who are empowered in the locales where they have responsibility, then they develop an entirely different perspective**. I know of cases where there are groups of women who go to the court and stand with a woman who is having problems and isn’t getting a response from the justice system.”

Table 11. Gender at Work framework: Domains of change, actual change

Individual Change			
Individual	<p>Consciousness of women, youth, and men</p> <ul style="list-style-type: none"> Establishment of violence prevention committees in 26 schools in El Salvador and 5 in Guatemala Awareness-raising amongst students, parents, and teachers Student-administered survey on GBV to peers, used to raise awareness on prevalence of GBV for students, teachers, administrators, and the public Training of government officials and CSOs in intersectionality, masculinity, human rights, with some altered attitudes and beliefs reported. 	<p>Access of women, youth, and men to justice, resources, and opportunities</p> <ul style="list-style-type: none"> Circulation of the laws and protocols amongst both duty-bearers and rights-holders Some evidence of impact with those closest to the program, although the level of knowledge of the general public remains unclear Monitoring of government services by <i>Ventanas Ciudadanas</i>³⁴ A limited focus on access to other opportunities, such as economic opportunities, with possible exception of the municipalities of Ahuachapán and Getsemaní 	Formal
	<p>Informal cultural norms and exclusionary, violent practices</p> <ul style="list-style-type: none"> Work in schools with teachers, students, and, to a lesser degree, parents, to change attitudes about women’s roles and permissibility of GBV in its various forms Use of art and theater in schools to challenge stereotypes and norms Anecdotal evidence of greater sensitivity and awareness in schools, as well as a safer environment Preparatory work with Department of Public Broadcasting to limit degrading, sexist, and violent programming, although the level of 	<p>Formal laws, policies, and arrangements that can be accredited, to some degree, to the work of the CPVG</p> <p><u>El Salvador</u></p> <ul style="list-style-type: none"> LEIV, which was approved in 2011 and enforced beginning in 2012 Protocol for taking action in cases of sexual abuse and assault, developed within the Ministry of Education in 2013 The training school for the PGR established with strong curriculum related to LEIV; The integration of materials and training originally offered by the FJG by training schools of CNJ and FGR 	

³⁴ Refer to Hume for evidence of impact.

	<p>GPM's commitment is to this bill remains unclear; future evidence may be possible as the Division tracks media content</p> <ul style="list-style-type: none"> • Establishment and continued existence of the GPM, which has thus far bypassed historic political divides and has strong evidence of effectiveness, given its legislative record • The citation of concepts of equality in Constitutions, international conventions, and national laws by some judges • The development of internal gender policies and action plans to challenge prevailing gender norms and practices within institutions. 	<ul style="list-style-type: none"> • UTE's coordination of training across the justice sector • The CSJ's approval of a gender policy, which the PPGV helped draft in 2010) • The establishment of special tribunals for addressing cases of GBV • The pilot and expansion of monitoring of violence in 26 schools, including a in process to expand the practice nationally • ISNA model of comprehensive attention and national plan against violence against children and adolescents, which was informed by FJG training <p><u>Guatemala</u></p> <ul style="list-style-type: none"> • Internal policies for gender equality in the Judicial System and the Public Ministry • Operational plans with gender focus for all 27 departments in the Judicial System • A plan for mainstreaming gender in the Public Ministry.
Systemic Change		

Returning to the key indicators from the PSP, Table 12 summarizes progress against those indicators to the extent possible.

<p>Table 12. Outcomes according to PSP Indicators</p>
<ul style="list-style-type: none"> • PSP Indicator 2: In Guatemala, there has been apparent increase in official complaints regarding GBV, increase in murders being treated as femicide, and slightly higher conviction rate. However, direct or indirect impact of Oxfam not readily evident. • PSP Indicator 2: In El Salvador, a trend opposite to that of Guatemala is occurring, with greater levels of violence recorded and a flat or reduced number of official complaints filed. Anecdotal evidence suggests that the PPGV positively impacts the locales where it is directly active, but a lack of program data from municipalities and schools prevents a clear understanding of the degree to which the program promotes a culture of legal action.
<ul style="list-style-type: none"> • PSP Indicator 9: Strong evidence suggests that the PPGV and its partners are, at a minimum, fostering a strong institutional foundation for the implementation of GBV laws and policies, through enabling legislation and creating a critical mass of GBV-prevention champions within key institutions. However, without a more detailed study of service delivery to victims of GBV, legal argumentation, and case outcomes, the broader-reaching impacts of the training and the application of the law cannot be definitively determined.
<ul style="list-style-type: none"> • PSP Indicator 10: The program has not tracked government budgets over time, choosing to capitalize on current personnel capacity instead of prioritizing advocating for increased funding dedicated to GBV. In El Salvador, PPGV staff cite the creation of gender units within key institutions, mandatory under the Law for Equality, as evidence of an increase in staff resources dedicated to the application of LEIV. PPGV staff also argue that further resources will be allocated as specialized courts are established. In both countries, there is a concerted effort to steer more bi-lateral and multi-lateral aid to prevention and eradication of GBV, but this has not been quantified.

There are two key issues with the above indicators. The first is that they remain highly ambitious, given the context of violence in each country and resource constraints of the program. As such, the indicators should have been fine-tuned under the 2012 revision of the PSP to be more specific and realistic. The second concern is that neither Oxfam nor its implementing partners has invested serious effort in tracking these indicators in the institutions and communities it has been most active. This gap does a disservice to the program in three ways: it positions the program to be judged on unrealistic standards; the lack of data potentially masks the actual reach of the program and its impact on individuals, key institutions, and communities; and finally, it potentially denies the program an opportunity to learn, adapt, and improve based on knowledge gained from such data collection. Understanding performance against these indicators has the potential to help the program overcome some of its most important challenges, enabling the translation of its lessons learned into changes in program practice.

CONCLUSIONS AND RECOMMENDATIONS

OVERALL ASSESSMENT – DAC CRITERIA

The relevance criterion questions whether Oxfam has identified the right problem as well as implemented appropriate interventions. The problem of GBV and ensuring access to justice for women remains an acute issue in both countries. Given the existence of the fairly strong legal frameworks in both countries, the PPGV's focus on implementation has been appropriate. Efforts to build the implementing capacity of duty-bearers and the knowledge and capacity of rights-holders is a fitting response to the country context. In El Salvador, a core group of instructors within the three training schools in the justice sector and, to a lesser degree, the Ministry of Education, continue to replicate and institutionalize gender-sensitive curricula, a concrete legacy of the program's efforts in El Salvador. At the same time, partially in virtue of Oxfam's outreach, more governmental and non-governmental actors in both countries have taken up this theme, including individuals within international agencies and national CSOs. Consequently, Oxfam's capacity-building contribution in the governmental sector may be less relevant than historical levels, especially at higher echelons. Judging from the interview content, progress reports from ISDEMU, and the investment in Ciudad Mujer program, a significant number of strongly-committed actors are assuming more responsibility for addressing GBV and women's rights. Influencing the criminal court and delivery of justice at the community level still remains a challenge, as does addressing the cultural norms that help perpetuate GBV. These obstacles may be an area of stronger focus in the future. These challenges are equally true in Guatemala, where the program is still incipient, with significant potential for growth. Oxfam and its collaborators have added value to the Guatemala program with their focus on intersectionality and new masculinities within the dominant cultural and indigenous contexts.

The effectiveness criterion evaluates whether Oxfam's programs are performing in a manner consistent with its goals. Oxfam and its implementing partners have constructed seemingly effective awareness-raising, training, and agenda-setting strategies which have resulted in significant policy and practice change in El Salvador. These successes range from new national laws and regulations, to internal policies and action plans, to new internal practices such as the formation of violence prevention committees in schools. Evaluating the program against its set objectives and its ability to produce deliverables, it has proven quite effective at the national level. However, the program's full reach remains unclear, as the ripple effects of gender programming in the training institutes of the CNJ, PGR, and FGR have not been quantified. The extent to which the El Salvador program's many trainings have changed individual attitudes, behavior, and professional practices of participants within their current and future environments is

unclear.³⁵ The PPGV has faced challenges associated with leadership changes in partner organizations and more limited capacity at the municipal and departmental level due to shrinking budgets. There is also a lack of information on further progress or lack thereof in achieving policy and practice change after PPGV funding ended at the municipal level. In Guatemala, the program model appears to have translated well and the program has enjoyed some success in achieving key goals, including fostering collaborations with key ministries at the national level, identifying internal champions, and incorporating gender-sensitive planning and policy processes.

The efficiency criterion assesses Oxfam's use of finances. Over the last several years, the program has operated on a shoestring budget. It responded to diminishing resources in El Salvador, while expanding its program in Guatemala, functioning with a budget that has declined since FY2014. It has leveraged other resources and sought out opportunities to advance its GBV-prevention agenda by collaborating with organizations that larger capacities. Considering funds available, the program appears to done a prodigious amount of work. El Salvador is particularly noteworthy in this regard, as it has maintained a high level of activity despite declining funds. In both countries, Oxfam has used its resources to improve the effectiveness and efficiency of target organizations through better planning and coordination. However, despite the program's success in leveraging its modest budget, diminishing returns are inevitably a pertinent issue for the program. When funding is often insecure, uncertain, or heavily restricted, programs can acquire an incomplete, haphazard quality. While the program has not yet reached this point, in virtue of its strong theory of action and strategic staff, it does runs that risk.

The impact criterion questions whether Oxfam's programming living up to its impact objectives. In El Salvador, the PPGV has named four clear objectives for impact of the PPGV over the life of the program: ensuring, in a constructive way, that the issue of GBV is included on the political agenda; realigning political forces which enabled the passage of a number of laws and protocols, establishing a basic legal infrastructure to address GBV; transforming attitudes and beliefs of the individuals it engages with, initiating or reinforcing their role as agents of change; and progressing at a respectable rate to institutionalize gender as a cross-cutting issue and ensure that LEIV is enforceable, and not merely a nice statement of principles.. This represents a reasonable amount of progress for the third stage of an advocacy campaign. However, it is important to note that the current evidence available does not indicate broad-based improvement in the government's ability to deliver gender justice, judging from *national* statistics on femicide and amount of GBV-related complaints filed. In Guatemala, evidence of the PPGV's impact is less concrete. While the program promotes an intersectional approach to women's rights, new conceptions of masculinity, and the institutionalization of gender sensitivity into the legal system, it is still early in the process to produce concrete

³⁵ A more sophisticated monitoring system would be needed to track this question. Relevant stakeholders of the program would also need to determine which entities should be accountable for this monitoring. Potential organizations that could conduct this work include training schools, Oxfam, or Oxfam collaborators. One could imagine, for example, the potential for post-training surveys to be distributed at six month and year intervals to participants, which could inquire how the training has affected them individually.

impacts in terms of delivery of justice. From a different perspective, however, the Guatemala program has strong potential for impact. Its collaboration with larger organizations, such as UNESCO, USAID, and UN Women, allows the PPGV approach to be implemented on a much larger scale than what would have been possible for an otherwise small program. Through partnerships with other organizations, future, and potentially significant, impacts could be partially attributed to the PPGV's efforts. This criticism, then, is directed not at the program itself, but at the limited scale it has been implemented. As the only Oxfam program in Guatemala that functions in all four domains of the Gender at Work Framework *and* has extensive relationships within government, the PPGV has made, and has the potential to make, a significant contribution to Oxfam's overall gender justice work in Guatemala.

The sustainability criterion refers to Oxfam's ability to maintain impact over time. In El Salvador, the PPGV has left a legacy of legal framework, knowledge, and installed capacity with many of the entities it has engaged with, including schools and government bodies at the national and municipal level. There are numerous influential actors in positions of authority within the El Salvador who have committed to addressing GBV and women's rights. Other funders, most notably USAID, have multi-million dollar programs to address violence. The PPGV has successfully advocated for these donors to focus on GBV, in both El Salvador and Guatemala. In doing so, the PPGV has simultaneously produced strong internal champions on the issue. Additionally, key Salvadoran non-governmental institutions such as IDHUCA, FIECA, and ESCENICA all have a strong GBV prevention focus.

Sustainability is a more pressing issue in Guatemala, due to the program's short lifespan and its narrower reach. From a positive perspective, a well-established legal framework does exist in Guatemala. Additionally, other bi-lateral and multi-lateral funders have demonstrated interest in the GBV prevention. That said, the complexity of rights issues in Guatemala, and the fact that the program has only just introduced concepts on intersectionality and new masculinity means there has not been much time for these ideas to take root.

The most challenging obstacle to program sustainability in both countries has been resource constraints. Implementing partners at the community level have, like many CSOs in Latin America, seen a decline in funding, with unrestricted budget most affected. Combined with increasingly limited capacity and resources at the municipal government level, this trend jeopardizes progress in El Salvador, specifically in San Marcos, Santa Tecla, San Martin and Santo Tomás, as well as in Guatemala, specifically in Sololá.

THINKING ABOUT THE FUTURE

There are several factors to consider as the program moves into its next strategic cycle.

1. The program context is quite different in Guatemala as opposed to El Salvador, due to country conditions and Oxfam dynamics in each country. The original plan when entering Guatemala was to start modestly, working to get a better understanding of the context and actors, and then scale up to get the same kind of reach and influence as was achieved in El Salvador. However, Oxfam America's gender justice program is currently very small and significantly isolated from the rest of Oxfam's gender work, where Oxfam affiliates each operate in separate geographies, despite a shared strategic plan. **Achieving scale is not possible unless Oxfam America can build internal alliances within the Guatemala office or receives a substantial infusion of funds from other sources.** Concrete evidence is inconclusive concerning the effectiveness of the program. However, participants in the validation exercise, including a representative from the Secretariat of Women and Gender Analysis, voiced a strong desire to continue utilizing the PPGV approach. Additionally, the program has caught the attention of other funding agencies, such as UNESCO, UN Women and CHECCHI in Guatemala. These organizations view their collaboration with the PPGV positively and recognize the potential for future significant impact.

2. If the El Salvador program is considered proof of concept, it is lost opportunity to abandon the model in Guatemala. The El Salvador experience asserts that a range of approaches which build the capacities of government entities, in combination with working partnerships with duty-bearers and rights-holders, *can* accelerate progress toward gender justice. When approaching an issue so culturally entrenched, and considering the Guatemalan context, with its large indigenous population, its uncertain political context, and its recent civil war, there is no "best method" to tackling GBV. **This may justify a greater focus on the responsibilities duty-bearers, even in a political system as problematic as Guatemala. The program has already begun the process of identifying internal gender justice champions and fostered partnerships on some policy and practice topics.** That said, if internal alignment within the Oxfam Guatemala office cannot be achieved or other resources mobilized, Oxfam America will need to make some difficult decisions about resource allocations.

3. In El Salvador, the level of social violence must be acknowledged first. In 2015, over 6,600 people were murdered; another 738 homicides were recorded in January 2016, the harbinger of another record year.³⁶ Respondents often expressed a pessimistic attitude about the potential of finding solutions to the problem. As one government employee said, "We don't live, we just survive here." There is a real fear that the cycle of violence will intensify, as the government uses increasingly punitive measures to crack down on societal violence in lieu of more comprehensive and systemic solutions. **Oxfam continues to be a strong advocate for changes in laws, norms, and attitudes within relationships between men and women, adults and children, and the state and its citizens. It encourages these changes to occur within a range of contexts:**

³⁶ Please refer to this site for more information on 2016 crime figures:
<https://www.osac.gov/pages/contentreportdetails.aspx?cid=19257>

within the home, in schools, and in daily life. This remains essential at this critical juncture in the country's history.

4. Oxfam is widely known for its commitment to gender justice, which has served as a centerpiece of its Salvadoran strategy for over a decade. Considering Oxfam's record of accomplishment, its extensive contacts in government, its growing relationships with other funders, and its philosophical identification with GBV prevention, **Oxfam runs the risk of undermining a profile and set of strategic relationships it spent a decade developing, if the program continues downsizing at its current rate.** The program does not necessarily require a massive budget to lead GBV work in El Salvador. However, the program is currently in a defensive mode in response to repeated budget cuts. The program spends considerable energy and resources acquiring restricted funding, which contribute to achieving objectives, but do not permit the same operating latitude unrestricted funds allow. This financial flexibility was key to making Oxfam a leader in gender justice during the 2005-2010 period. At this point, the CPVG, as it is widely known in El Salvador, is no longer a campaign, but an extensive training and accompaniment program. Ensuring the quantity of trainings offered in the justice sector, regardless of quality, may not be the best use of the program's talents or resources, now that other bigger donors such as USAID are involved. However, **there is potential for amplified impact in El Salvador, Guatemala, and beyond if Oxfam can continue to incorporate gender and attention to GBV into the justice sector reform amply funded by hundreds of millions of dollars from USAID.** Currently, these funds are almost exclusively directed at the issue of gang violence which largely neglects GBV's role in gangs and its contribution to a culture of impunity.

5. Even with resource constraints, or perhaps because of them, the **PPGV needs to refresh its perspective.** At the core of the PPGV is a rights-based approach to GBV prevention. Considering its responsibilities as a duty-bearer, the state has invested in improving capacity, responsiveness, and transparency on the topic of GBV. It has also made explicit legislative commitments. Using this rights-based approach, **the PPGV's focus should shift to building the capacity of rights holders to demand their rights and the services promised to them by law.** Capitalizing on the current administration's demonstrated commitment to women's equality is an essential piece to securing sustainability in El Salvador, especially considering that subsequent administrations may not be as willing to champion GBV in the future.

6. In other words, in El Salvador **the PPGV should consider a return to its campaigning roots.** A public campaign could be built around the five-year anniversary of LEIV in 2017, which could acknowledge progress achieved by the law while advocating for better implementation. Another potential campaign could focus on GBV with children and adolescents, in partnership with ISNA and the Ministry of Education. This campaign would aim to nationalize the well-tested GBV prevention programs in pilot schools. An effective campaigning method in the early years of the campaign was strategic use of research and surveys. **Oxfam might mobilize knowledge as other**

partners and collaborators mobilize people. Potential tools Oxfam might employ include:

- Report cards, drawing on the experience and successes of the Behind the Brands (BtB) program. As BtB sought to create positive competition in the food industry by rating industries on key topics such as the environment, labor rights, gender, and more, a GBV prevention report card might encourage positive competition between government entities to better implement existing laws. A report card of this nature would also provide validation for government entities that have made significant progress. For example, there may be courts that adhere to relevant international conventions and national law within legal arguments and decisions, where other courts still lag behind.³⁷
- Research, which due to the sparsity of GBV-related studies, has historically generated considerable media attention. Even fairly modest research endeavors, such as GBV baseline studies conducted in municipalities and schools, generate dialogues on the topic, providing entry points for discussion with policy makers.
- Best practice case studies, which is a method used by FJG for its regional Ibero-American encounters. At this point in the campaign, the PPGV should have collected “best case” examples of municipal responses, school GBV prevention programs, and PGR and FGR offices at the municipal level, either where Oxfam has directly worked or elsewhere. Like the report card, change can be stimulated by positive example.
- The GBV campaign enlisted 16 influential people from cross-cutting sectors to champion GBV prevention, at the campaign launch in 2005. Instead of 16 people, a call for influential support by the PPGV might garner 160, or even 1600, between support from Supreme Court Justices, numerous prosecuting attorneys, the leadership of Ciudad Mujer, municipal leaders, and others.³⁸

7. This has **several potential advantages**, such as providing an additional basis of collaboration with some of its current allies; contributing to the upcoming global campaign on GBV and the WIN model; and improving the gender justice profile of Oxfam on a broader scale. Increased visibility, combined with the program’s track record, could potentially attract more funding. With the right messaging, such efforts might offer a vital alternative response to high presence of social violence.

8. Alternatively, Oxfam **might do a strong community-level push using a comprehensive strategy to address violence**, including GBV, in efforts to deliver and document changes in the lives of women at the community level. The beginning phases of such a push can be witnessed in the municipalities of Ahuachapán and Getsemaní,

³⁷ In Guatemala, such a [study](#) was carried out by several units in the judicial branch and the UN High Commissioner for Human Rights (accessed on Feb. 23, 2016)

³⁸ Alternatively, Oxfam might build a campaign around the Law for Oversight of Public Broadcasts in alliance with GPM, women’s organizations, organizations working on masculinity, students, etc. The consultant did not get a good sense of how likely it was that such a law would be passed, so the campaign might be one with the intent of insuring passage of the law or its submission might be used more as a media hook to put popular pressure on media.

where supportive mayors in power, basic governmental gender justice infrastructure exists, some economic potential is accessible, and a range of governmental and non-governmental institutions with which to collaborate are present. This strategy would be the final step in articulating the national to municipal link, and also help with better articulation between community stakeholders. A community-level push of this nature would utilize **pilot communities to show that a comprehensive intervention, focused on rights and the prevention of GBV, can contribute to the eradication of societal violence.** Equipped with this evidence, local governments could advocate decision-makers to ensure the large incoming funds designated to address the problem of violence are well-invested at this level, strengthening the social fabric of communities rather than encouraging ever-increasing levels of repression.³⁹

9. Regardless of the future direction of the program, **the limited cross-fertilization across Oxfam programs in El Salvador is untenable.** Oxfam has made some attempts to address this problem. Currently, a pilot within the Disaster Risk Reduction (DRR) component of Oxfam's humanitarian programming is incorporating GBV prevention into its risk analysis. However, given the constant threat of violence against women and girls in El Salvador, all communities Oxfam engages with could benefit from GBV prevention efforts. It is also important to note that women who are financially dependent on male partners, or otherwise have access to few economic options, find it particularly hard to escape patterns of violence or contribute at the community level. This difficulty in collaborating across programs is in part due program design: Oxfam programming by nature consists of strong, coherent program logics, with clearly defined ways of working, to which each program manager has committed. In other words, **the internal conversation in Oxfam needs to move** beyond sentiments like, "Let's see how you fit in to what I'm doing," or "What can you do for me?" and **transform into an open dialogue between a variety of stakeholders, which produces programming that helps women and communities realize their full range of rights.** Senior leadership has to play an active role in this, possibly through external facilitation which encourages the innovation, reinvention, and execution of a new model of cross-fertilization across Oxfam programs.

10. More energy needs to be committed to **constructing a comprehensive practice of monitoring and evaluation. This must delve deeper than producing a few indicators; rather, it must question what evidence is required to test the program's theory of change and resultant strategy.** In some cases, this might only require reaching an agreement with collaborators such as UNESCO or USAID/CHECCHI to share their monitoring and evaluation documentation. Other contexts may require the inclusion of follow-up activities into a grant, such as distributing an online survey of training participants after a six-month period for feedback. Another potential evaluation activity could be the analysis of changes in legal argumentation before and after the end of the program, using a control group of nonparticipants for reference. **Producing a high-quality monitoring and evaluation system, including securing the budget to**

³⁹ This strategy was suggested by Mélida Guevara, who served as Coordinator for the JG program at Oxfam

implement it, is a specialized skill. The PPGV deserves technical support to achieve this goal.

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