



AP Photo: Moisés Castillo

## THE NATIONAL CIVILIAN POLICE IN GUATEMALA

Evaluating the Professionalization of the Civilian  
Police Force

SEPTEMBER 2020 | SERIES 1



# TABLE OF CONTENTS

<b>INTRODUCTION</b>	<b>4</b>
<b>KEY FINDINGS</b>	<b>6</b>
<b>THE NATIONAL CIVILIAN POLICE IN GUATEMALA: EVALUATING THE PROFESSIONALIZATION OF THE CIVILIAN POLICE FORCE</b>	<b>9</b>
<b>POLICE STRUCTURE</b>	<b>9</b>
<b>POLICE CAREERS</b>	<b>16</b>
Joining the Police	<b>16</b>
Police Training	<b>18</b>
Advancement and Promotions in the Police	<b>24</b>
<b>DISCIPLINARY PROCESS AND INTERNAL MATTERS</b>	<b>26</b>
<b>BUDGET AND USE OF FUNDS</b>	<b>44</b>
Police Wellbeing	<b>47</b>
<b>COMMUNITY RELATIONS</b>	<b>49</b>
Policy of Community Relations and Police Deployment	<b>49</b>
Public Trust in the PNC	<b>50</b>
<b>ACRONYMS AND ABBREVIATIONS</b>	<b>53</b>
<b>NOTES</b>	<b>54</b>

# INTRODUCTION

In the last decade, the problem of insecurity and impunity has deeply affected the people of Guatemala, El Salvador and Honduras, making this region (known as the Northern Triangle of Central America) one of the most violent in the world. High levels of violence, corruption, and impunity have eroded the capacity of the states to develop accessible and efficient institutions and address the needs of their populations.

The absence of effective responses has weakened citizens' confidence in state institutions, leading to an alarming number of people who have been internally displaced or forced to migrate to other countries to escape the violence and lack of economic opportunities.

Against this backdrop, the Washington Office on Latin America (WOLA), the Myrna Mack Foundation (FMM) of Guatemala the University Institute on Democracy, Peace and Security (IUDPAS) of Honduras, and the University Institute for Public Opinion (Iudop) of the José Simeón Cañas Central American University (UCA) of El Salvador have developed a tool for monitoring and evaluating the policies and strategies currently being implemented in Guatemala, Honduras, and El Salvador to reduce insecurity and violence, strengthen the rule of law, improve transparency and accountability, protect human rights, and fight corruption. This initiative has been made possible thanks to the support of the Latin America Division of the Swiss Agency for Development and Cooperation, the Tinker Foundation, the Seattle International Foundation (SIF), and the Moriah Fund.

## THE CENTRAL AMERICA MONITOR

The Central America Monitor is based on the premise that accurate, objective, and complete data and information are necessary to reduce the high levels of violence and insecurity, and establish rule of law and governance in a democratic state. This will allow

efforts to move beyond abstract discussions of reform to specific measures of change.

The Monitor is based on a series of more than 100 quantitative and qualitative indicators that allow a more profound level of analysis of the successes or setbacks made in eight key areas in each of the three countries.<sup>1</sup> More than a comprehensive list, the indicators seek to identify a way to examine and assess the level of progress of the three countries in strengthening the rule of law and democratic institutions. The indicators seek to identify the main challenges in each of the selected areas and examine how institutions are (or are not) being strengthened over time. The Monitor uses information from different sources, including official documents and statistics, surveys, interviews, information from emblematic cases, and analysis of existing laws and regulations.

The indicators were developed over several months in a process that included an extensive review of international standards and consultation with experts. The eight areas analyzed by the Monitor include:

1. Strengthening the capacity of the justice system;
2. Cooperation with anti-impunity commissions;
3. Combatting corruption;
4. Tackling violence and organized crime;
- 5. Strengthening civilian police forces;**
6. Limiting the role of the armed forces in public security activities;
7. Protecting human rights;
8. Improving transparency.

The Monitor reports are published by area and by country. The first series of reports will serve as the baseline for subsequent analysis, which will be updated annually. Each annual series of reports will be analyzed in comparison with reports from the previous year. This allows researchers, civil society organizations, and other actors to assess the level

of progress in strengthening the rule of law and reducing insecurity.

The first round of Monitor reports will primarily focus on data sets from an approximate 4-year time period, 2014 to 2017, in order to provide a snapshot of Central America's institutions. The Monitor will serve as a tool for searchable, easy-to-comprehend data, delineating trends, progress, patterns, and gaps within and between the three countries of the Northern Triangle. The data, graphics, charts, and reports will be available on the Monitor's website.

This report of the Central America Monitor, produced by the Myrna Mack Foundation, aims to define a baseline for the indicators related to professionalization of the National Civilian Police (Policía Nacional Civil, PNC) in Guatemala.

## ABOUT THE RESEARCH FOR THIS REPORT

The quantitative data in this report was obtained via the bibliographic review of official reports, institutional annals, and relevant information available on the official transparency web pages of the National Civilian Police and the Ministry of the Interior (*Ministerio de Gobernación*). In addition, requests for statistical information were made via the Public Information Access Law (*Ley de Acceso a la Información Pública, LAIP*), which establishes a specific process by which government agencies must receive information requests and respond within a set timeframe. We decided that the report's primary data would be obtained via public information requests, in order to evaluate the effectiveness of Guatemala's transparency laws, including the response rate to information requests and the degree of cooperation by the various government institutions that were petitioned.

## KEY FINDINGS

- Guatemala's Constitution predates, and as such does not take into account, the national police institution—the National Civilian Police (*Policía Nacional Civil, PNC*). As a result of the signing of the 1996 peace accords, Guatemala held a national referendum in 1999 concerning reforms that would outline police powers in the Constitution and establish a clearer division between the duties of the police and the Armed Forces. Nonetheless, the proposed amendments faced significant opposition and garner sufficient votes for passage; thus, the Constitution still does not recognize the police as the institution responsible for internal security.
- In terms of the PNC's general state of force, between 2014 and 2017, the institution had an average of 35,891 police, ranging from lower-level ranks of agent to higher-level ranks of deputy director general. The police force grew during each of the years under study, from 33,075 in 2014 to 34,903 in 2015 (an increase of 5.5 percent), 36,209 in 2016 (an increase of 3.7 percent), and 39,376 in 2017 (an increase of 8.7 percent). There is obvious gender disparity between the members of the institution. On average, women represented 13.9 percent of the PNC, while men comprised 86.1 percent. Of the 5,005 women who comprised the institution in an average year, 98.4 percent held low-level positions. The PNC's national presence and coverage amount to a rate of 209.2 PNC personnel per 100,000 residents in 2014 and 232.6 per 100,000 residents in 2017. As a minimum, the United Nations Office on Drugs and Crime (UNODC) recommends having 300 per 100,000 residents. The sustained increase of police agents enabled the institution to have greater coverage and police presence.
- To facilitate training and build police capacity, the Ministry of the Interior has divided training responsibilities among various schools. These include the PNC Academy, Police Officer School, Police Higher Education School, and Police Specialization School. A total of 6,804 individuals graduated from the PNC Academy's basic level course between 2014 and 2017, 31.3 percent of whom were women and 68.7 percent men, and 26 percent of whom were indigenous persons. A total of 207 people graduated from the PNC's Police Officer School (87.4 percent men and 12.6 percent women; 33.3 percent indigenous people). A total of 247 officers graduated from the Police Higher Education School (93.1 percent men and 6.9 percent women). Lastly, a total of 2,692 PNC officers graduated from the Police Specialization School (83.7 percent men and 16.3 percent women; 59.1% indigenous).
- Between 2014 and 2017, a total of 1,242 PNC officers were promoted from one rank to another. Most promotions were concentrated in the lower ranks, where there are more posts requiring less experience. Of all promotions, 45.9 percent were within the basic level ranks, 38.6 percent were for junior officer level ranks, and 15.5 percent for senior officer level ranks. The gender disparity was evident within each rank and in overall

figures: of 1,242 promotions, women only accounted for 95, or 7.6 percent; women also represented only 0.3 percent of promotions in senior officer level ranks.

- The 1997 regulations that created the PNC should be reviewed. This includes current regulations regarding police careers, which are in urgent need of reform. Guatemala needs to have a critical debate about the need for an improved legal framework guiding how police are trained, with an emphasis on professionalization and respect for the rights of individuals within the framework of human security.
- Since 2003, the government has used a legal code known as the National Civilian Police Disciplinary Regulations to help guide internal disciplinary proceedings. These disciplinary proceedings can be initiated internally (*de oficio*) or via official complaints (*denuncias*). The regulations define three types of infractions—minor, serious, and very serious—each with different, proportional penalties. Between 2014 and 2017, the PNC imposed a total of 14,554 penalties for infractions by members of the police force. During this four-year period, penalties increased some 27.8 percent, from 3,072 penalties in 2014 to 3,925 in 2017. Of all penalties imposed, 13,340 (91.7 percent) were for male police agents and 1,214 (8.3 percent) for female agents. Most penalties (14,038, or 96.5 percent) were levied upon police within the basic level. Some 452 (3.1 percent) were against police within the junior officers level, while 64 (0.4 percent) were against police within the seniors officers level.
- Between 2014 and 2017, the National Civilian Police launched 6,400 disciplinary proceedings, which initiated internally (*de oficio*) or via official complaints (*denuncias*). The number of these proceedings increased by 42.2 percent throughout this period, from 1,561 in 2014 to 2,220 in 2017. Approximately 71.4 percent of proceedings involved men and 28.6 percent involved women. Nearly all these disciplinary proceedings (93.9 percent) concerned police at the basic level. There is a significant disparity in the number of disciplinary proceedings for women depending on how the cases initiated. Of the 4,967 cases initiated via official complaints, 4,498 (90.6 percent) were against men, and 469 (9.4 percent) against women. However, of the 1,433 cases initiated internally, 1,359 (94.8 percent) were against women, and just 74 (5.2 percent) against men. This significant variation suggests that internally initiated disciplinary proceedings are employed as a way to unduly punish and hinder the career advancement of female police officers on the part of their male colleagues.
- During the period under study, a total of 9,192 disciplinary proceedings were initiated and recorded for minor infractions, 1,646 for serious infractions, and 1,632 for very serious infractions. More than 91.9 percent of these cases involved police at the basic level. In addition, the PNC's Office of Professional Responsibility opened a total of 16,090 investigations into the possible participation of police personnel in incidents that could potentially lead to criminal prosecution, even though few of these cases were

ever referred to the Public Prosecutor's Office (MP). Between 2014 and 2017, a total of 209 disciplinary cases were referred to the MP. During that same period, a total of 560 investigations were referred to the MP.

- Police disciplinary proceedings currently include sexual harassment as an offense—which is noteworthy given the problem of violence against women in the security forces. Under current regulations, sexual harassment infractions can be classified in two ways: firstly, as a serious infraction involving “frequently insinuating or harassing subordinate personnel or those under one’s custody, through proposals of a sexual nature.” If the sexual harassment is repeated or ongoing, then under regulations it would be treated as a very serious infraction, with higher penalties. However, the PNC has registered very few complaints of sexual harassment, with only 30 cases during the four years under study. Only eight cases resulted in penalties (although the details and severity of these penalties are unknown). These numbers suggest that the scale of sexual harassment in the PNC is likely underreported.
- Between 2014 and 2017, the PNC received an average budgetary allotment of 2,970,353,613 quetzals (about \$382 million), representing 4.2 percent of Guatemala’s national budget. The PNC saw its budget allocation increase every year between 2014 to 2017, growing from 2,721,964,495 quetzals (about \$350 million) in 2014 to 3,485,174,269 quetzals (about \$448 million) in 2017, equivalent to a 28 percent increase. The PNC assigned the overwhelming majority of its funds to staff salaries, equivalent to an annual average of 2,342,190,241 quetzals (about \$301 million), or 78.7 percent. Only 6.5 percent of the budget was earmarked to the PNC’s maintenance and 2% to investment.
- In 2016, the PNC, with support from the Japan International Cooperation Agency (JICA), implemented an important effort to compile information on all actions carried out by the institution since 1997 as part of efforts to promote a community policing-oriented model. These programs included the following: Police Officers Are Your Friends (*Policía tu amigo*); Educational Program on Resisting Drug Abuse and Violence (*Programa de educación para la resistencia al abuso de drogas y la violencia*); Educational and Training Program on Resisting Gangs (*Programa de educación y entrenamiento para la resistencia a las pandillas*); School for Parents (*Escuela para padres de familia*); Say No to Military Toys (No al juguete bélico); A Culture of Denunciation (*Cultura de denuncia*); Painting Peace (*Pintando la paz*); Police Commissioner for a Day (*Comisario por un día*); and Police Athletic League (*Liga atlética policial, LAP*).
- Regarding the level of public trust in the PNC, surveys administered by Latinobarómetro between 2015 and 2017 reveal that more than 73.7 percent of the general populace reported having little or no trust in the PNC. A small, though insignificant, variation exists in the degree of public trust from year to year. There is also a lack of significant variation when responses are disaggregated by sex.

## THE NATIONAL CIVILIAN POLICE IN GUATEMALA

### Evaluating the Professionalization of the Civilian Police Force

The National Civilian Police (*Policía Nacional Civil, PNC*) is a relatively new entity among Guatemalan institutions. Its creation emerged as a key demand during peace negotiations and upon signature of 1996 Peace Accords, in large part due to the grave human rights violations perpetrated by the Army during the internal armed conflict and the desire to shift internal security tasks from the Army to a civilian police force.<sup>2</sup>

As an agency within the Ministry of the Interior, the PNC was established in July 1997 through the adoption of the National Police Law (Decree 11-97),<sup>3</sup> and had 2,592 officers as of the end of that same year.<sup>4</sup> By the end of 2017, the PNC reported having a total of 39,376 officers.

Given that the Constitution of the Republic of Guatemala predates – and as such does not take into account – the institution of the PNC, the government convened a Popular Referendum in 1999 on constitutional reforms.<sup>5</sup> Among other provisions, the reforms would have provided an opportunity to recognize the role played by the PNC in the Constitution and proposed a clearer division between the duties of the PNC and those of the Armed Forces. Nonetheless, the proposed amendments faced significant organized opposition from conservative sectors and did not garner sufficient support for

passage; therefore, the current Constitution still does not recognize the police as the institution responsible for internal security<sup>6</sup> and it is solely regulated through its own Organic Law.

Throughout the more than two decades since its creation, various efforts have been implemented with the goal of professionalizing and increasing the effectiveness of police work. This report evaluates the measures adopted to professionalize the PNC in four general areas:

1. The operations of the police career, including the effectiveness of the mechanisms for recruitment and promotion, quality of training, and organizational structure.
2. The effectiveness and quality of the PNC’s disciplinary system.
3. The effective allocation and execution of funds allocated to the police and the percentage of funds earmarked for the wellbeing of PNC members.
4. Public trust in the police and quality of the police’s relationship with citizens, including indigenous communities

### POLICE STRUCTURE

With regard to the PNC’s general state of force between 2014 and 2017, the institution had an average of 35,891 police among its ranks,

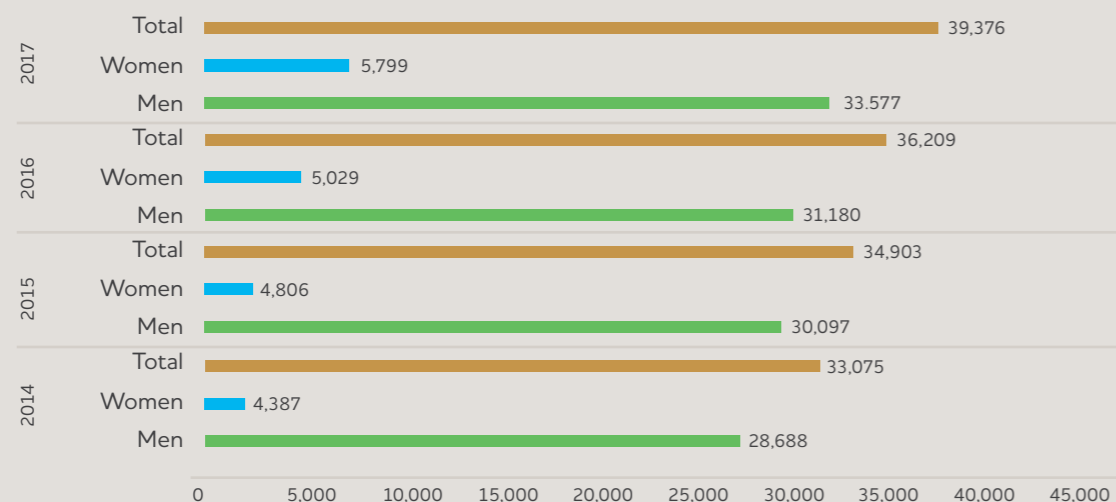
comprised of low-level agents through high-level deputy director general. According to the data in Table 1, the number of police grew each

of the years under study, from 33,075 in 2014 to 34,903 in 2015 (an increase of 5.5%); 36,209 in 2016 (an increase of 3.7%); and 39,376 in 2017 (an increase of 8.7%). As can be seen in other statistics in this report, there is clear gender disparity among the members of the institution: on average, women represented 13.9% of the

PNC, while men comprised 86.1%. Although the number of women increased each year, this percentage did not change more than 0.8% per year. Furthermore, of the 5,005 women comprising the institution in an average year, 98.4% of them held low-level ranks.

**GRAPH 1**

**GENERAL STATE OF FORCE OF PNC, BY GENDER AND YEAR**

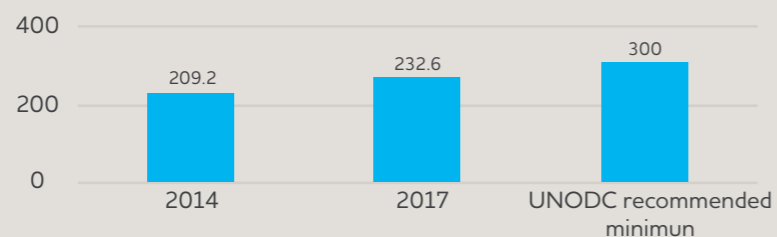


The PNC's national presence and coverage amount to a rate of 209.2 PNC personnel per 100,000 residents in 2014 and 232.6 per 100,000 residents in 2017. As a minimum, the United Nations Office on Drugs and

Crime (UNODC) recommends having 300 per 100,000 residents. The sustained increase of police agents enabled the institution to have greater coverage and police presence.

**GRAPH 2**

**PNC NATIONAL PRESENCE**



**TABLE 1**

**GENERAL STATE OF FORCE OF PNC, BY GENDER**

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Deputy Director General	8	1	9	6	2	8	8	1	9	7	2	9
Commissioner General	15	0	15	17	0	17	20	0	20	12	0	12
Commissioner	40	2	42	61	1	62	78	2	80	66	1	67
Deputy Commissioner	150	5	155	126	3	129	127	4	131	123	4	127
Officer, First Class	205	14	219	198	18	216	202	21	223	195	20	215
Officer, Second Class	328	25	353	292	20	312	281	19	300	273	18	291
Officer, Third Class	292	29	321	305	38	343	276	32	308	313	33	346
Inspector	573	39	612	582	42	624	551	41	592	555	41	596
Deputy Inspector	634	60	694	603	57	660	572	55	627	597	66	663
Agent	26,443	4,212	30,655	27,907	4,625	32,532	29,065	4,854	33,919	31,436	5,614	37,050
Total	28,688	4,387	33,075	30,097	4,806	34,903	31,180	5,029	36,209	33,577	5,799	39,376

Source: PNC Subdivision for Personnel

As can be seen in Table 2, a significant number of police were assigned to citizen security functions between 2014 and 2017. In 2014, 19,120 police were dedicated to citizen security tasks. This figure increased each year, with 21,750 in 2015, 22,696 in 2016, and 25,041 in 2017. As an average of the four years under

study, of the 35,891 members of the police force, 22,152 were assigned to citizen security tasks, or 61.7%. A lesser number of police were assigned to protective security details for public officials: 340 in 2014, 290 in 2015, 370 in 2016, and 285 in 2017.

**TABLE 2**

**PNC PERSONNEL ASSIGNED TO CITIZEN SECURITY TASKS AND PUBLIC OFFICIALS' PROTECTIVE SECURITY DETAILS**

Year	2014	2015	2016	2017
PNC Personnel Assigned to Citizen Security Tasks	19,120	21,750	22,696	25,041
PNC Personnel Assigned to Protective Security for Public Officials	340	290	370	285

*Source: PNC Subdivisions for Personnel and Operations*

Tables 3 and 4 show the number of police personnel distributed among PNC subdivisions in 2016 and 2017—the PNC’s Subdivision for Personnel reported not having records for 2014 and 2015, preventing analysis for those years. In both years, an overwhelming majority of the personnel was assigned to the Subdivision for Operations (82.5% in 2016 and 81.8% in

2017), followed by the Subdivision for Criminal Investigations (9% in 2016 and 9.5% in 2017) and Subdivision for Analysis of Counternarcotics Information (4.1% in 2016 and 4% in 2017). Less than 5% of the police agents were assigned to other subdivisions, and only 1.5% to the Subdivision for Crime Prevention.

**TABLE 3**

**NUMBER OF POLICE PERSONNEL DESIGNATED TO PNC SUBDIVISIONS, BY SUBDIVISION AND RANK, 2016**

General Sub Directorate	Commissioner General	Commissioner	Deputy Commissioner	Officer, First Class	Officer, Second Class	Officer, Third Class	Inspector	Deputy Inspector	Agent	Total
Operations	13	62	92	125	183	192	369	407	27,532	28,975
Teaching and Studies	1	5	5	20	17	16	31	15	254	364
Personnel	1	1	4	4	2	4	6	6	166	194
Logistics and Support	1	1	0	3	3	3	6	5	205	227
Crime Prevention	1	0	0	5	2	2	12	16	480	518
Criminal Investigation	2	5	16	32	46	48	114	104	2,782	3,149
Analysis of Counternarcotics Information	3	3	7	13	17	14	18	29	1,324	1,428
Police Health	1	0	0	2		1	4	3	140	151
Information and Communication Technology	1	0	1	0	1	2	4	3	90	102
Total	24	77	125	204	271	282	564	588	32,973	35,108

*Source: PNC Subdivision for Personnel*

**TABLE 4**

**NUMBER OF POLICE PERSONNEL DESIGNATED TO PNC SUBDIVISIONS, BY SUBDIVISION AND RANK, 2017**

General Sub Directorate	Deputy Director General	Commissioner General	Commissioner	Deputy Commissioner	Officer, First Class	Officer, Second Class	Officer, Third Class	Inspector	Deputy Inspector	Agent	Total
Operations	1	7	45	94	123	179	215	371	427	29,859	31,321
Teaching and Studies	1	0	4	3	20	19	21	41	30	380	519
Personnel	1	0	0	5	4	2	7	8	3	195	225
Logistics and Support	1	0	1	2	2	2	4	6	5	209	232
Crime Prevention	1	0	1	0	5	1	2	8	15	517	550
Criminal Investigation	1	0	4	12	29	44	51	112	107	3,291	3,651
Analysis of Counternarcotics Information	1	1	3	5	13	17	14	18	31	1,446	1,549
Police Health	1	0	1	0	2	0	1	4	2	133	144
Communication and Information Technology	1	0	1	0	0	1	2	2	4	89	100
<b>Total</b>	<b>9</b>	<b>8</b>	<b>60</b>	<b>121</b>	<b>198</b>	<b>265</b>	<b>317</b>	<b>570</b>	<b>624</b>	<b>36,119</b>	<b>38,291</b>

Source: PNC Subdivision for Personnel

Table 5 provides the distribution of police personnel in each subdivision, disaggregated by sex. The data shows that men comprise the overall majority of PNC personnel as well as the majority within each subdivision. Still, women accounted for disproportionately high numbers in some subdivisions. Although women represented 13.8% of police personnel in 2016 and 14.6% in 2017, they comprised 36.6% of the

Subdivision for Personnel in 2016 and 41.3% in 2017. They also comprised 37.7% of the police officers in the Subdivision for Police Health in 2016 and 36.1% in 2017. Moreover, they had less representation in the Subdivision for Operations (12.6% in 2016 and 13.3% in 2017) and in the Subdivision for Analysis of Counternarcotics Information (12.3% in 2016 and 11.7% in 2017).

**TABLE 5**

**NUMBER OF POLICE PERSONNEL DESIGNATED TO PNC SUBDIVISIONS, DISAGGREGATED BY SEX, 2016-2017**

General Sub Director	2016			2017		
	Men	Women	Total	Men	Women	Total
Operations	25,323	3,652	28,975	27,155	4,166	31,321
Teaching and Studies	306	58	364	427	92	519
Personnel	123	71	194	132	93	225
Logistics and Support	198	29	227	200	32	232
Crime Prevention	392	126	518	405	145	550
Criminal Investigation	2,495	654	3,149	2,838	813	3,651
Analysis of Counternarcotics Information	1,253	175	1,428	1,367	182	1,549
Police Health	94	57	151	92	52	144
Communication and Information Technology	88	14	102	85	15	100
<b>Total</b>	<b>30,272</b>	<b>4,836</b>	<b>35,108</b>	<b>32,701</b>	<b>5,590</b>	<b>38,291</b>

Source: PNC Subdivision for Personnel

The national civilian police law, decree number 11-97, establishes hierarchical police levels.

Article 17 of this law designates 12 ranks under four broader levels, as shown in Box 1.



## BOX 1

### NATIONAL CIVILIAN POLICE HIERARCHY

<b>Director Level</b>
<ul style="list-style-type: none"><li>• Director General</li><li>• Assistant Director General</li><li>• Deputy Director General</li></ul>
<b>Senior Officer Level</b>
<ul style="list-style-type: none"><li>• Commissioner General</li><li>• Commissioner</li><li>• Deputy Commissioner</li></ul>
<b>Junior Officer Level</b>
<ul style="list-style-type: none"><li>• Officer, First Class</li><li>• Officer, Second Class</li><li>• Officer, Third Class</li></ul>
<b>Basic Level</b>
<ul style="list-style-type: none"><li>• Inspector</li><li>• Deputy Inspector</li><li>• Agent</li></ul>

Source: National Civilian Police Law

## POLICE CAREERS

### JOINING THE POLICE

The process of admitting and selecting police officers is regulated by the PNC's Education System Regulations, Governmental Accord 587-97.<sup>8</sup> Article 23 of the accord describes admission requirements for the PNC Academy, stipulating that admittance "shall transpire by means of a public announcement through an open-competition system in which the principles of equality, merits of ability, suitability, and honor are guaranteed in all cases, as well as that of disclosure." The accord establishes the

following criteria for applicants:

- Have no final criminal sentence.
- Have no criminal record (or only have rehabilitated criminal offenses).
- Hold educational degrees necessary for the vacancy.
- Be within the age range necessary for the vacancy.

- Not exceed the maximum number of vacancy postings.
- Satisfy all other conditions established in the vacancy announcement.

The same accord also establishes requirements and special procedures for admittance depending on the candidate's potential hierarchical rank. Articles 25, 26, and 27 of Governmental Accord 587-97 regulate the process of admission to basic level ranks. In addition to satisfying the abovementioned requirements, applicants must:<sup>9</sup>

- Have the physical and medical ability, age, and educational degrees required by the announcement.
- If an applicant is not of legal age at the time the announcement is issued, have the consent of the person who exercises parental authority or serves as the guardian of the applicant.
- Commit to remaining in the institution for a period of at least two years after obtaining the designation of Assistant Police Agent.

Articles 34 and 35 of the Accord regulate the process of admittance to the junior officer rank. In addition to satisfying the abovementioned requirements, applicants must:<sup>10</sup>

- Have a degree equivalent to third grade of primary school.
- Have the necessary physical ability and proportional development for their age.
- Be between the ages of 18 and 25 (but not turned 25 yet) on the date of the announcements. If the applicant is in the

basic level ranks, the maximum age shall be 27.

- Commit to remaining in the institution for a minimum of three years after obtaining designation as Third Police Officer (*Agente de Policía Auxiliar*).

The applicants for admittance to basic level and junior officer ranks must pass four eliminatory tests which seek to measure their abilities in different areas: 1) medical examination; 2) physical ability; 3) psychotechnical test; and 4) level of schooling. Individuals external to the police institution may only apply to basic level and junior officer level ranks. For senior officer level ranks, admittance transpires through internal promotion and the requirements are defined by ministerial directives that frequently change. For director level ranks, individuals are appointed by the Ministry of the Interior.<sup>11</sup>

The situation that Guatemala's PNC agents face can be described as precarious, to say the least. From the moment they enter the ranks of the police institution, applicants must satisfy not only the formal requirements demanded by the 1997 National Civilian Police Law, but also tacitly assume economic responsibility for the tools they need to do their work.

In effect, applicants undergo a medical evaluation to ascertain their general state of health. Other requirements for admittance to the PNC are a maximum age and successfully passing the physical resistance test. From the start of the PNC, standard formal requirements have included the absence of a criminal or police record. Applicants are also submitted to a psychological evaluation.

These requirements have remained with small differences between one governmental directive and the next throughout the institution's

history. What does not appear to vary, since the creation of the PNC, is the custom of the police agents themselves being the ones who must look out for their own equipment (for example, paying for their own uniforms and ammunition for their firearms).

Police careers are also affected by “godfather relationships” (‘compadrazgos’) and cronyism that facilitate the promotion of some and make it virtually impossible for others to advance.

## POLICE TRAINING

The education system for PNC applicants, or for active-duty agents and officers wishing to increase their technical expertise, was established by Decree 11-97 and is regulated by Governmental Accord 587-97. Article 48 of Decree 11-97 designates the Training Board (Jefatura de Enseñanza) of the PNC Subdivision for Personnel as the entity responsible for the professionalization of the police. The office coordinates basic courses for agents and officers, training of experts in police techniques, and courses for promotions and specializations, among others.<sup>12</sup>

Governmental Accord 587-97 regulates and designates the National Civilian Police Academy as the institution responsible for providing police training, which is divided into three areas: 1) training for applicants aspiring to be admitted to the police at basic and junior officer levels; 2) training for police aspiring for promotions, thereby facilitating the performance of higher-ranking duties; and 3) specialization within the PNC to provide officers with greater expertise, empower their performance of activities in concrete areas, and expand the knowledge required for improving performance.<sup>13</sup>

In order to facilitate training and capacity-

building processes, the government also enacted Governmental Accord 153-2012, which established and divided the responsibilities for training among various schools.<sup>14</sup> Under the PNC Subdivision for Studies and Teaching, the accord denominated the PNC Academy, Police Officer Training School, the School of Superior Studies, and the Police School for Specialization.

This accord was an important step in terms of professionalizing members of the police force: previously, the PNC only had the Academy to train police personnel. The Police Officer Training School opened in late 2012 with a focus on training candidates for PNC Third Class Officers. In March 2013, the School of Superior Studies opened, providing training help candidates for promotion to junior officer and senior officer level ranks. The Police Specialization School also opened, providing training through certificate courses and specialized courses to improve police officers’ technical knowledge in various matters.

Within this context, it is timely to mention the existence of cooperation agreements with some of the country’s private universities whose goal it is to professionalize police personnel. It is worthwhile to note the case of two universities: 1) the Mariano Gálvez University, through its Bachelor’s track in Criminal Sciences and Criminology<sup>15</sup> and its corresponding Master’s and doctorate tracks; and 2) Western University (*Universidad de Occidente*), which has a four-year Bachelor’s track in Police Science designed for police personnel.<sup>16</sup>

The Police Academy’s curriculum for agents is divided into four areas of general training, 12 modules, and 39 subjects, as shown in Box 2. The course is divided into three cycles of 564 hours each, for a total of 1,692 hours.

## BOX 2

### POLICE ACADEMY CURRICULUM FOR AGENTS’ BASIC TRAINING

Police training	Police identity	Police doctrine
		Police instruction techniques (workshop)
	Police skills	Armaments
		Firearms
		Firearm practice I
		Firearm practice II (workshop)
		Firearm practice III (workshop)
	Physical aptitude	Police vehicle driving
		Physical education I
		Physical education II
		Physical education III
		Personal defense I
		Personal defense II
	Police methodology	Personal defense III
		Writing police reports
		Internal police communications
		Police operations I
		Police operations II
	Police administration	Police operations III
		Police organization and operations
Police investigation	Police investigation	
	Crime and violence prevention	
	Crime and violence prevention	
Crime and violence prevention	Conflict management	
	Community policing	
	Policing practicum I	
	Policing practicum II	
Policing practicum	Policing practicum III	
	Human rights	
	Police law I	
Legal training	Policing law	Police law II

Legal training	Policing law	Police law III
		Police law IV
Social humanistic training	Humanistic	Police psychology
		Writing techniques
		Police leadership and public speaking
	Social	History of Guatemala and the police
National issues		
Information and Communications Technology	Information technology	Information systems

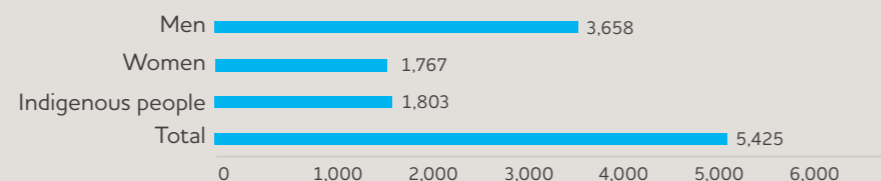
Source: National Civil Police Academy

According to statistics provided by the Ministry of the Interior, between 2014 and 2017, a total of 5,425 persons enrolled in the PNC Academy

at the basic level, 32.6% of whom were women and 67.4% men. Approximately 33.2% self-identified as indigenous people.

### GRAPH 3

**BASIC LEVEL ENROLLMENT AT THE PNC ACADEMY, 2014-2017**



### TABLE 6

**BASIC LEVEL ENROLLMENT AT THE PNC ACADEMY, 2014-2017**

Year	Men			Women			Overall Total
	Indigenous	Mestizo	Total	Indigenous	Mestiza	Total	
2014	374	707	1,081	57	355	412	1,493
2015	357	318	675	59	193	252	927
2016	183	469	652	23	180	203	855
2017	561	689	1,250	189	711	900	2,150

Source: Ministry of the Interior

During the same period, a total of 6,804 individuals graduated from the Academy's basic level course, 31.3% of whom were women and 68.7% men. Of note is a small discrepancy between the percentage of women who were

admitted and those who graduated. This gap is wider for candidates from indigenous communities, who represented 33.2% of those admitted, though only 26% of the graduates.

### TABLE 7

**NUMBER OF BASIC LEVEL GRADUATES FROM THE PNC ACADEMY, 2014-2017**

Year	Men			Women			Total
	Indigenous	Mestizo	Total	Indigenous	Mestiza	Total	
2014	712	1,490	2,202	135	715	850	3,052
2015	341	293	634	50	185	235	869
2016	177	446	623	16	175	191	814
2017	155	1,057	1,212	180	677	857	2,069

Source: Ministry of the Interior

A total of 329 candidates were admitted to the junior officer ranks of the Police Officer Training School between 2014 and 2017, the majority of whom were men (83.3%), with only 16.7% women. Similarly, very few were indigenous persons (only 23.1%).

of Guatemala,<sup>17</sup> yet this is not reflected in the makeup of the PNC. Some estimates show that indigenous peoples (Maya, Garífuna, and Xinca) represent 44% of the population.<sup>18</sup> In order to improve the incorporation and retention of women and indigenous peoples in its ranks over time, the PNC would need to prioritize reforming its admission programs.

These figures show significant ethnic and gender gaps in the police force. This is important because women represent 52% of the entire population

### TABLE 8

**ENROLLMENT IN THE POLICE OFFICER SCHOOL, 2014-2017**

Year	Men			Women			Total
	Indigenous	Mestizo	Total	Indigenous	Mestiza	Total	
2014	20	36	56	0	10	10	66
2015	14	40	54	1	6	7	61
2016	0	0	0	0	0	0	0
2017	39	125	164	2	36	38	202

Source: Ministry of the Interior

During this same period, a total of 207 people graduated from the Police Officer Training School, 87.4% of whom were men and 12.6% women. These data are similar to the percentages of admittance and reflect the gender inequality among the officers who have graduated. In terms of candidates from indigenous communities, the data reveal that 33.3% of the officers who graduated identified as indigenous

peoples, representing an increase of 10% in comparison with the number of graduates from the Police Officer Training School. However, the percentage of indigenous women is significantly low, representing just three of the candidates and two of the graduates – that is, less than 1%. From an intersectional lens, this data reveals a significant obstacle to the full exercise of rights of indigenous women.

**TABLA 9**  
**NUMBER OF GRADUATES FROM THE POLICE OFFICER TRAINING SCHOOL, 2014-2017**

Year	Men			Women			Total
	Indigenous	Mestizo	Total	Indigenous	Mestiza	Total	
2014	17	54	71	0	9	9	80
2015	13	43	56	0	10	10	66
2016	0	0	0	0	0	0	0
2017	37	17	54	2	5	7	61

Source: Ministry of the Interior

For the purposes of this report, it was critical to attempt to define the number of PNC agents and officers with a military background and compare with the background of the overall police corps. However, the Ministry of the Interior responded that “it does not have any record of individuals with military records who have been admitted to the PNC Academy or Police Officer Training School,” a fact that makes such an analysis impossible to perform.

A total of 247 agents graduated in 2015 and 2016 from the School of Superior Studies (according to the Ministry of the Interior, in 2014 and 2017, no personnel were admitted to the course for promotions in the School of Superior Studies). 93.1% of graduates were men and 6.9% women, representing a significant gender disparity. According to the School of Superior Studies, the personnel admitted to the promotion course are not classified by ethnic group; as such, there are no records containing those data, limiting our analysis.

**TABLE 10**  
**NUMBER OF GRADUATES FROM THE POLICE SCHOOL OF SUPERIOR STUDIES, 2015-2016**

Program	2015			2016		
	Men	Women	Total	Men	Women	Total
Diploma in Police Administration	17	1	18	26	4	30
Diploma in Police Management	37	4	41	26	5	31
Diploma in National Security	43	0	43	19	1	20
Diploma in Strategic Studies	4	0	4	2	0	2
Diploma in Planning	28	0	28	23	2	25
Course from Police Officer to Officer, First Class / Air Pilots	0	0	0	5	0	5
Total	129	5	134	101	12	113

Source: Ministry of the Interior

Between 2014 and 2017, a total of 2,692 PNC agents graduated from the Police School for Specialization, 83.7% of whom were men and 16.3% were women. Surprisingly, and contrary to the pattern of the other police training centers, indigenous people represented the majority of

the graduates, or 59.1%. However, the gender gap persists, with men representing 83.7% of the graduates, and women only 16.3%. Indigenous women also continue to be underrepresented, with only 9.7%.

**TABLE 11**  
**NUMBER OF GRADUATES FROM THE POLICE SCHOOL FOR SPECIALIZATION, 2014-2017**

Year	Hombres			Mujeres			Total
	Indigenous	Mestizo	Total	Indigenous	Mestiza	Total	
2014	266	184	450	41	33	74	524
2015	464	319	783	94	65	159	942
2016	349	242	591	85	57	142	733
2017	251	177	428	41	24	65	493

Source: Ministry of the Interior

## ADVANCEMENT AND PROMOTIONS IN THE POLICE

Article 20 of Decree 11-97 establishes the minimum requirements for the promotion of police agents. In order to be promoted to the immediate higher rank, one must satisfy the following conditions:

- There must be a vacancy on the staff of the cited rank.
- Be in the state of active duty.
- Period of service.
- Period of effective service.
- Annual evaluations in accordance with established procedures.
- Professional credentials awarded for attending training and specialization courses.
- Pass physical and mental aptitude tests.
- Other merits.

In addition to these conditions, Governmental Accord 587-97 regulates the specific requirements that candidates must satisfy at each rank,<sup>19</sup> among them having the relevant degree for the position, necessary age and physical ability, a commitment to remain in the institution for a minimum amount of time following the receipt of the appointment, and,

in the majority of the posts, have no disciplinary penalties due to serious or very serious offenses that remain unsettled.

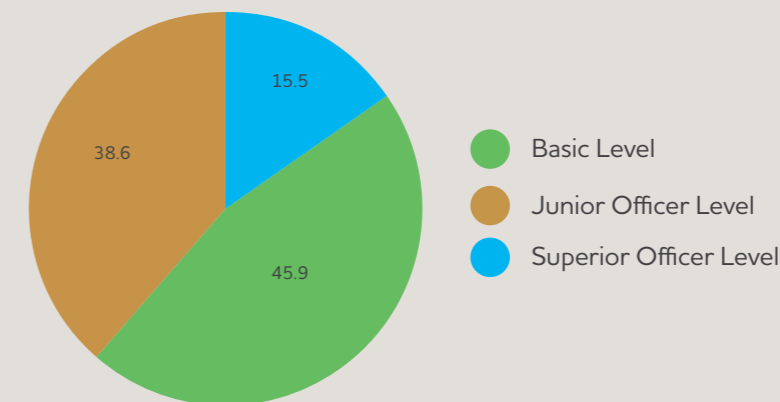
Between 2014 and 2017, a total of 1,242 PNC agents were promoted from one rank to another. Naturally, the plurality of promotions was in the lowest ranks, where there are more posts requiring less experience. Of all promotions, 45.9% were in basic level ranks, 38.6% within the junior officer level, and 15.5% within the senior officer level. The gender gap is evident within each level and in overall figures. Of the 1,242 promotions, only 95, or 7.6%, were women, and they represented only 0.3% of the promotions in senior officer ranks.

With all the figures listed above in mind, it is imperative that the regulations issued in 1997 that created the PNC be reformed urgently. Among other pressing matters to address, the issue of police careers is one that cannot be put off. A discussion should also be held regarding the benefit of having express regulations for facilitating the relevant legal framework for developing all of the components and subcomponents of an authentic career system that covers each and every rank to which any member of the police institution might aspire, with an eye to ensuring its professionalization and unlimited respect for the rights of persons within the framework of human security.

GRAPH 4

### PROMOTIONS WITHIN THE PNC, 2014-2017

% of promotions by rank, 2014-2017



Gender gap in promotions, 2014-2017

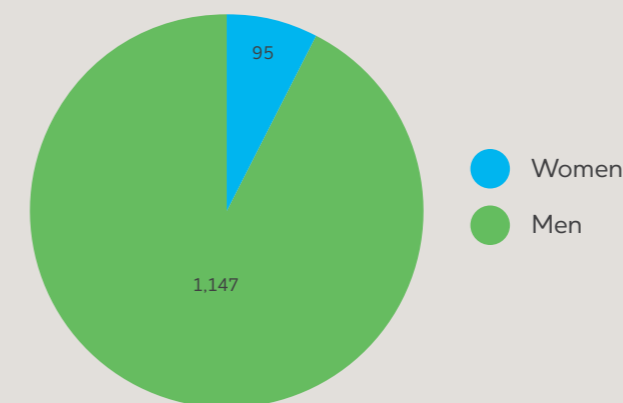


TABLE 12

### PNC PROMOTIONS PER YEAR, DISAGGREGATED BY GENDER

Promotion	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	9	0	9	7	0	7	3	0	3	0	0	0
Commissioner	10	0	10	43	0	43	20	1	21	0	0	0

Promotion	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Deputy Commissioner	46	1	47	28	0	28	23	2	25	0	0	0
Officer, First Class	46	4	50	40	4	44	33	3	36	0	0	0
Officer, Second Class	99	7	106	17	1	18	27	4	31	0	0	0
Officer, Third Class	73	5	78	52	10	62	1	0	1	49	4	53
Inspector	83	4	87	55	6	61	0	0	0	34	1	35
Deputy Inspector	182	17	199	65	9	74	2	0	2	100	12	112
Total	548	38	586	307	30	337	109	10	119	183	17	200

Fuente: Subdirección General de Personal de la PNC

## DISCIPLINARY PROCESS AND INTERNAL MATTERS

Decree 11-97 establishes a legal framework for disciplinary procedures within the PNC. Articles 39-45 stipulate a disciplinary system with “appropriate penalties for infractions of the basic principles of action,” while observing “legal guarantees of the defendants.”<sup>20</sup> In addition, they define the system for criminal procedure, specifying that: 1) ordinary jurisdiction is employed for hearing cases of crimes committed by members of the PNC in the exercise of their duties; 2) the PNC members’ hierarchical authority must be alerted in the event of the former’s detention; 3) pre-trial detention of and the serving of prison terms by members of the PNC occur in special establishments that are separated from the rest of detainees or prisoners; and 4) the initiation of criminal proceedings against members of the PNC does not impede the inception of the corresponding

disciplinary dossier.

Based on these criteria, in 2003, the government State enacted the National Civilian Police Disciplinary Regulations through Governmental Decree 420-2003. These regulations apply to all “national civilian police in any administrative and utilitarian situations inherent to their condition.”<sup>21</sup> The document guarantees the rights of members of the PNC who allegedly commit crimes, such as the principles of legality, due process, presumption of innocence, free-of-charge, non-repetition of penalties for the same act, speed, independence, and proportionality.

Governmental Decree 420-2003 defines three types of disciplinary infractions:<sup>22</sup>

- **Minor infractions.** Defines 24 types of

minor infractions, including negligence in fulfilling one’s professional obligations; exhibiting indifference or annoyance in service; impacting the dignity of one’s subordinates; negligence in processing requests or formal complaints; consuming intoxicating beverages during service; or not providing information to the citizenry regarding matters of the latter’s interest.

- **Serious infractions.** Defines 37 types of serious infractions, including any action supposing discrimination based on race, sex, religion, opinion, place of birth, neighborhood, or any other personal or social condition; being absent from service; violating professional secrecy; exceeding or acting arbitrarily in the exercise of authority; frequently making advances toward or harassing with proposals of a sexual nature subordinate personnel or those under one’s custody; or negligence or recklessness in the management of firearms.
- **Very serious infractions.** Defines 21 types of very serious infractions, which include actions that are openly contrary to constitutional statutes; violating human rights or individual guarantees; the practice of torture or cruel, inhuman, humiliating, or degrading treatment against persons; hiding, altering, or destroying clues

or evidence; participating in incidents or actions that can lead to criminal prosecution; or failing to comply with their duty to be politically neutral.

The inclusion of sexual harassment as an offense in police disciplinary regulations is particularly noteworthy, especially given the problem of violence against women in the security forces. This infraction can be classified in two ways: one as a serious infraction in the case of “frequently insinuating or harassing subordinate personnel or those under one’s custody, through proposals of a sexual nature”; and the other as a very serious infraction when the same actions are committed as a second offense.<sup>23</sup>

A disciplinary proceeding can be initiated internally or via an official complaint. The penalties for each type of infraction change so as to guarantee their commensurability to the offense committed (see Box 3). For minor infractions, the penalties can include a written warning or brief suspension. For serious infractions, the penalties can include a brief suspension and temporary limits on promotion eligibility or participation in specialization courses. For very serious infractions, penalties can include the same limitations described earlier but applied in a stricter fashion, suspension, or could alternatively result in dismissal from the PNC.

### BOX 3

#### TYPES OF PENALTIES FOR DISCIPLINARY VIOLATIONS

##### Minor infractions

- Written warning
- Suspension from work without pay for one to eight calendar days

**Serious offenses**

- Suspension from work without pay for nine to 20 calendar days
- Temporary prohibition of six to 12 months on qualifying for promotions, participating in specialization courses, or receiving scholarships inside or outside the country
- Temporary prohibition of six to 12 months on qualifying for positions in the PNC

**Very Serious Offenses**

- Suspension from work without pay for 21 to 30 days
- Temporary prohibition from 13 to 24 months on qualifying for promotions, participating in specialization courses, or receiving scholarships inside or outside the country
- Temporary prohibition from 13 to 24 months on qualifying for positions in the PNC
- Dismissal from the police
- Dismissal from the police for committing a very serious offense, and having already been cited and not cleared for another very serious offense

Source: Governmental Decree 420-2003

Governmental Decree 420-2003 established several bodies for performing the main work of the internal disciplinary system. Firstly, the decree defined the criteria for the establishment and operation of **disciplinary courts**, entities that hear all internal disciplinary proceedings. They are comprised of three members appointed by the Director General of the Police, who perform their functions full-time. Secondly, the decree established the **Disciplinary System Section (Sección de Régimen Disciplinario)**, an entity that assumed responsibility for investigating very serious infractions. It also established the **Office of Professional Responsibility (OPR)**, an entity charged with investigating the possible participation of police personnel in acts that could lead to criminal prosecution. Depending on the results of its investigations, this office forwards its investigations to the MP.<sup>24</sup>

As was noted above, disciplinary proceedings can be initiated in two different ways:

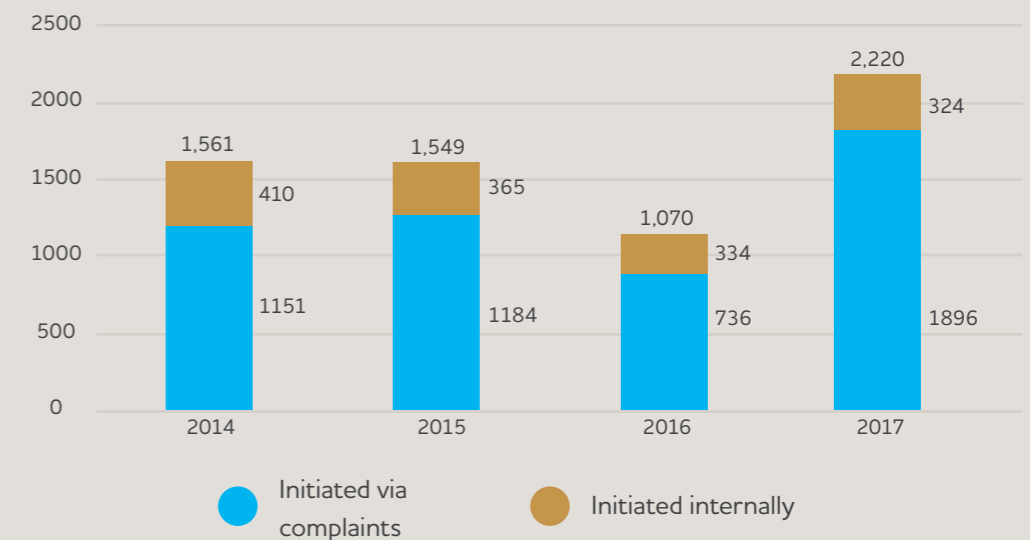
1. Internally (*de oficio*): that is, when an authority of the institution has knowledge of the commission of an act that might constitute a disciplinary infraction, they have the obligation to initiate proceedings if they have the power to do so (if they do not have such power, they must share the information with a competent disciplinary authority).
2. Via an official complaint (*denuncia*): the act by which “an individual, legal entity, or member of the police force appears before the corresponding police authority to make known acts that have been committed by a member or members of the institution that might give rise to disciplinary infractions.”<sup>25</sup>

Table 13 shows the number of disciplinary proceedings initiated internally or via official complaints. It is evident that, despite a drastic reduction in 2016, the total number of proceedings increased from 1,561 in 2014 to 2,220 in 2017, equivalent to 42.2%. A total of 6,400 disciplinary proceedings were initiated (internally or via official complaints) during the

period under study, approximately 71.4% of which entailed official complaints against male police officers and 28.6% against female officers. Almost all of the cases initiated (93.9%) involved members within the basic level, while 5.3% were members of the junior officer level, and only 0.8% were in senior officer level.

**GRAPH 5**

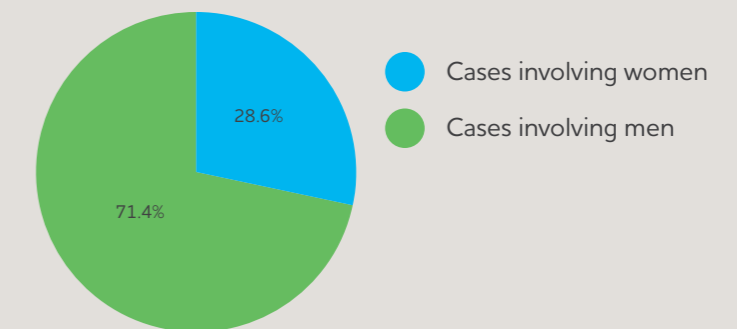
**NUMBER OF DISCIPLINARY PROCEEDINGS INITIATED IN THE PNC, 2014-2017**



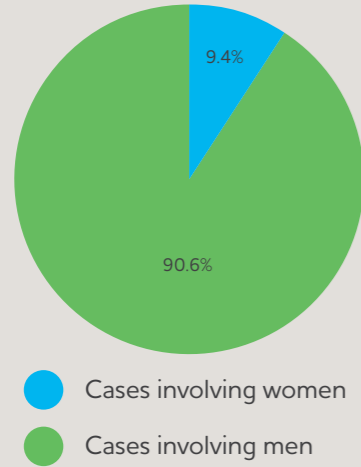
**GRAPH 6**

**NUMBER OF DISCIPLINARY PROCEEDINGS, DISAGGREGATED BY TYPE AND GENDER**

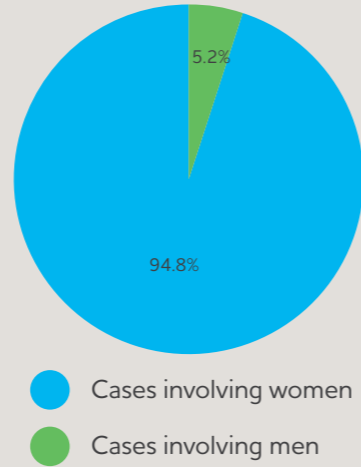
TOTAL DISCIPLINARY PROCEDURES (6,400)



DISCIPLINARY PROCEEDINGS INITIATED BY COMPLAINTS (4,967)



DISCIPLINARY PROCEEDINGS INITIATED INTERNALLY (1,433)



**TABLE 13**  
NUMBER OF DISCIPLINARY PROCEEDINGS INITIATED VIA COMPLAINTS, DISAGGREGATED BY RANK AND GENDER

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	0	0	0	0	0	0
Commissioner	0	0	0	4	1	5	0	0	0	0	0	0
Deputy Commissioner	16	1	17	6	0	6	7	0	7	7	1	8
Officer, First Class	20	2	22	7	3	10	13	2	15	29	3	32
Officer, Second Class	26	2	28	22	0	22	25	2	27	37	2	39
Officer, Third Class	29	1	30	17	0	17	25	0	25	29	2	31
Inspector	34	1	35	38	2	40	49	2	51	67	0	67
Deputy Inspector	45	0	45	38	3	41	36	4	40	65	1	66
Agent	872	102	974	948	95	1,043	490	81	571	1,497	156	1,653
Total	1,042	109	1,151	1,080	104	1,184	645	91	736	1,731	165	1,896

Source: Office of the Inspector General of the PNC

Table 14 presents the number of disciplinary proceedings initiated internally. In comparison with the data in Table 13, there are two concerning patterns of note. Firstly, the number of cases initiated is significantly lower: 1,433 initiated internally during the 2014-2017 period versus 4,967 initiated through official complaints. Naturally, this difference suggests that internally initiated disciplinary proceedings are employed less frequently – likely because they are completely internal to the PNC and the members of the institution would have less of an incentive to report alleged infractions, so as to protect their counterparts. Meanwhile, official complaints can originate from outside the police force from individuals unaffiliated

with the institution or legal entities seeking accountability that do not have the same degree of loyalty to the police.

Furthermore, and possibly even more concerning, the data reveals a massive disparity in the application of disciplinary proceedings that were initiated internally against female police officers. Of the 1,422 cases initiated internally, 1,359, or 94.8%, were against female officers, whereas only 74, or 5.2%, were against men. This drastic variation suggests the possible use of internally initiated disciplinary proceedings as a way to unduly punish and hinder the career advancement of female police officers on the part of their male colleagues.

**TABLE 14**  
NUMBER OF DISCIPLINARY PROCEEDINGS INITIATED INTERNALLY, DISAGGREGATED BY RANK AND SEX

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	0	0	0	0	0	0
Commissioner	0	1	1	0	0	0	0	1	1	0	2	2
Deputy Commissioner	0	2	2	0	0	0	1	1	2	0	0	0
Officer, First Class	0	4	4	0	0	0	0	2	2	1	2	3
Officer, Second Class	0	6	6	0	3	3	0	2	2	1	4	5
Officer, Third Class	1	5	6	0	3	3	0	3	3	0	6	6
Inspector	1	6	7	0	6	6	1	2	3	0	10	10
Deputy Inspector	0	7	7	0	8	8	0	6	6	0	6	6
Agent	25	352	377	21	324	345	15	300	315	7	285	292
Total	27	383	410	21	344	365	17	317	334	9	315	324

Source: Office of the Inspector General of the PNC



During the period under study, a total of 9,192 disciplinary proceedings were recorded for minor infractions (initiated internally or via official complaints). The overwhelming majority, 8,674 (94.4%), involved members of basic level

ranks, 451 (4.9%) involved members of junior officer ranks, and 67 (0.7%) involved senior officers. Table 15 demonstrates that there was an increase in the number of cases every year.

**TABLE 15**  
**NUMBER OF DISCIPLINARY PROCEEDINGS INITIATED FOR MINOR INFRACTIONS, DISAGGREGATED BY RANK**

Rank	2014	2015	2016	2017	Total
Commissioner General	0	0	0	0	0
Commissioner	2	4	5	5	16
Deputy Commissioner	10	15	12	14	51
Officer, First Class	24	25	21	26	96
Officer, Second Class	27	36	53	40	156
Officer, Third Class	51	49	58	41	199
Inspector	32	82	73	70	257
Deputy Inspector	40	84	81	58	263
Agent	1,665	2,005	2,205	2,279	8,154
Total	1,851	2,300	2,508	2,533	9,192

Source: Office of the Inspector General of the PNC

The number of proceedings initiated due to serious infractions totaled 1,646 between 2014 and 2017. The number increased from 291 in 2014 to 505 in 2015, though decreased to

462 in 2016 and 388 in 2017. Of the entirety of proceedings, 91.9% involved agents in basic level ranks, 7.5% in junior officer ranks, and 0.7% senior officers.

**TABLE 16**  
**NUMBER OF DISCIPLINARY PROCEEDINGS INITIATED FOR SERIOUS INFRACTIONS, DISAGGREGATED BY RANK**

Rank	2014	2015	2016	2017	Total
Commissioner General	0	0	0	0	0
Commissioner	0	2	0	0	2
Deputy Commissioner	3	1	3	2	9

Officer, First Class	4	8	8	9	29
Officer, Second Class	8	14	14	10	46
Officer, Third Class	9	18	12	9	48
Inspector	12	22	34	12	80
Deputy Inspector	14	14	14	5	47
Agent	241	426	377	341	1,385
Total	291	505	462	388	1,646

Source: Office of the Inspector General of the PNC

A total of 1,632 disciplinary proceedings were initiated for very serious infractions during the 2014-2017 period. The number of cases decreased each year: members of basic level

ranks represented 1,572 (96.3%) of the cases; junior officer ranks had 48 (2.9%); and senior officer ranks had 12 (0.7%).

**TABLE 17**  
**NUMBER OF DISCIPLINARY PROCEEDINGS INITIATED FOR VERY SERIOUS INFRACTIONS, DISAGGREGATED BY RANK**

Rank	2014	2015	2016	2017	Total
Commissioner General	0	0	0	0	0
Commissioner	2	2	1	2	7
Deputy Commissioner	3	0	2	0	5
Officer, First Class	5	0	3	2	10
Officer, Second Class	7	3	3	5	18
Officer, Third Class	6	3	4	7	20
Inspector	7	7	3	10	27
Deputy Inspector	7	10	8	7	32
Agent	427	384	361	341	1,513
Total	464	409	385	374	1,632

Source: Office of the Inspector General of the PNC

Between 2014 and 2017, the PNC's Office of Professional Responsibility opened a total of 16,090 investigations into the possible participation of police personnel in acts that could give rise to criminal prosecution. For the most part, the number of investigations initiated remained constant in 2014, 2015, and 2017,

though there was a notable decrease in 2016. Of the entirety of the investigations, 85.1% involved members of basic level ranks, 5% of junior officer ranks, and 1.5% of senior officer ranks. In 7.8% of the cases, those responsible for the incidents could not be established.

**TABLE 18**  
**NUMBER OF INVESTIGATIONS INITIATED BY THE OFFICE OF PROFESSIONAL RESPONSIBILITY OF THE PNC, DISAGGREGATED BY RANK**

Rank	2014	2015	2016	2017	Total
Commissioner General	4	7	3	5	19
Commissioner	23	21	23	21	88
Deputy Commissioner	33	41	27	30	131
Officer, First Class	69	57	54	31	211
Officer, Second Class	90	82	78	69	319
Officer, Third Class	86	75	54	57	272
Inspector	144	172	135	100	551
Deputy Inspector	143	143	115	90	491
Agent	3,533	3,674	1,661	3,780	12,648
Administration	6	12	6	21	45
Former Police	12	5	8	17	42
Police Alumni	2	1	0	1	4
Particular	4	3	0	0	7
Unknown	359	381	341	181	1,262
Total	4,508	4,674	2,505	4,403	16,090

Source: Office of the Inspector General of the PNC

Between 2015 and 2017, the PNC shelved a total of 289 disciplinary proceedings for minor infractions (although data was requested for 2014, the Inspector General of the PNC asserted that they did not have records for that year).

**TABLE 19**  
**NUMBER OF DISCIPLINARY PROCEEDINGS FOR MINOR INFRACTIONS FILED OR CLOSED, DISAGGREGATED BY RANK \***

Rank	2015	2016	2017	Total
Commissioner General	0	0	0	0
Commissioner	0	0	0	0
Deputy Commissioner	1	1	0	2
Officer, First Class	1	1	1	3
Officer, Second Class	1	4	0	5

Officer, Third Class	4	0	1	5
Inspector	4	0	1	5
Deputy Inspector	6	6	3	15
Agent	137	70	47	254
Total	154	82	53	289

Source: Office of the Inspector General of the PNC  
 \*The PNC did not provide data for 2014

During this same timeframe, the PNC shelved a total of 191 disciplinary proceedings for serious infractions.

**TABLE 20**  
**NUMBER OF DISCIPLINARY PROCEEDINGS FOR SERIOUS INFRACTIONS FILED OR CLOSED, DISAGGREGATED BY RANK \***

Rank	2015	2016	2017	Total
Commissioner General	0	0	0	0
Commissioner	0	0	0	0
Deputy Commissioner	3	0	0	3
Officer, First Class	1	0	1	2
Officer, Second Class	2	1	2	5
Officer, Third Class	3	0	0	3
Inspector	1	0	2	3
Deputy Inspector	2	0	1	3
Agent	68	51	53	172
Total	80	52	59	191

Source: Office of the Inspector General of the PNC  
 \*PNC did not provide data for 2014

Between 2014 and 2017, the PNC shelved a total of 1,474 disciplinary proceedings for very serious infractions. The high number of shelved cases for this type of infraction is noteworthy, in comparison with minor or serious infractions, given that it is the most serious type and entails the severest penalties.

**TABLE 21**  
**NUMBER OF DISCIPLINARY PROCEEDINGS FOR VERY SERIOUS INFRACTIONS FILED OR CLOSED, DISAGGREGATED BY RANK**

Rank	2014	2015	2016	2017	Total
Commissioner General	0	1	0	0	1
Commissioner	0	2	1	2	5
Deputy Commissioner	5	3	3	3	14
Officer, First Class	9	6	10	10	35
Officer, Second Class	7	13	10	12	42
Officer, Third Class	12	4	9	5	30
Inspector	6	12	24	13	55
Deputy Inspector	18	12	16	19	65
Agent	267	363	224	373	1,227
Total	324	416	297	437	1,474

Source: Office of the Inspector General of the PNC

Between 2014 and 2017, the PNC imposed a total of 14,554 penalties for infractions committed by members of the police corps (Tables 23-30 disaggregate this figure by type of penalty, hierarchy, and/or gender—enabling their in-depth analysis). In general terms, Table 22 shows a significant (27.8%) increase during this period, from 3,072 penalties in 2014 to 3,925

in 2017. Of all penalties imposed, 13,340 (91.7%) were issued to male police officers and 1,214 (8.3%) to female officers. With regard to the hierarchical ranks, a total of 14,038 members (96.5%) of basic level ranks were penalized, some 452 (3.1%) from junior officer ranks, and 64 (0.4%) from senior officer ranks).

**TABLE 22**  
**NUMBER OF PENALTIES IMPOSED ANNUALLY**

Year	2014	2015	2016	2017	Total
Warning for minor offenses	1,597	1,839	1,685	2,113	7,234
Suspension from work for minor infractions	429	524	550	497	2,000
Suspension from work for serious infractions	253	460	402	348	1,463
Temporary prohibition on qualifying for promotions, specialization courses, or receiving scholarships for serious infractions	456	537	672	556	2,221

Suspension from work for very serious infractions	174	299	197	166	836
Temporary prohibition on qualifying for promotions, participating in specialization courses, or receiving scholarships for very serious infractions	162	125	141	144	572
Temporary prohibition on applying for positions within the institution for very serious infractions	1	0	0	0	1
Dismissal from the police for very serious infractions	N/A	N/A	126	101	227
Total	3,072	3,784	3,773	3,925	14,554

Source: Created by authors based on data provided by the PNC

During the 2014-2017 period, the PNC issued penalties against a total of 7,234 members of the PNC in the form of warnings for minor infractions. That is, they received express reprimand in writing from their superiors. The number of warnings issued rose from 1,597 in

2014 to 2,113 in 2017, an increase of 32.3%. Of the total, 96.4% of the penalties were imposed on members of basic level ranks, 3.2% on members of junior officer ranks, and 0.4% on senior officials. Male police officers were penalized in approximately 90.3% of the cases.

**TABLE 23**  
**NUMBER OF PENALTIES IN THE FORM OF WRITTEN WARNINGS IMPOSED FOR MINOR INFRACTIONS, DISAGGREGATED BY RANK AND GENDER**

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	1	0	1	1	0	1
Commissioner	1	0	1	2	0	2	1	0	1	2	0	2
Deputy Commissioner	4	0	4	3	0	3	2	1	3	8	1	9
Officer, First Class	20	0	20	5	1	6	10	1	11	14	2	16
Officer, Second Class	19	1	20	12	2	14	25	1	26	20	1	21
Officer, Third Class	28	4	32	23	0	23	17	5	22	18	1	19
Inspector	51	1	52	32	4	36	46	5	51	45	1	46

Deputy Inspector	49	2	51	26	0	26	36	4	40	40	2	42
Agent	1,335	82	1,417	1,541	188	1,729	1,337	193	1,530	1,760	197	1,957
Total	1,507	90	1,597	1,644	195	1,839	1,475	210	1,685	1,908	205	2,113

Source: Office of the Inspector General of the PNC

A total of 2,000 police agents were penalized by being suspended from work for minor infractions between 2014 and 2017; of these, 90.7% were men and 9.3% women. Approximately 97.1%

were members of basic level ranks, while 2.6% were junior officers and 0.4% were senior officers.

**TABLE 24**

**NUMBER OF PENALTIES IN THE FORM OF WORK SUSPENSIONS IMPOSED FOR MINOR INFRACTIONS, DISAGGREGATED BY RANK AND GENDER**

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	0	0	0	0	0	0
Commissioner	0	0	0	0	0	0	0	0	0	0	0	0
Deputy Commissioner	0	1	1	4	0	4	0	0	0	2	0	2
Officer, First Class	3	0	3	2	0	2	1	1	2	4	0	4
Officer, Second Class	8	0	8	5	0	5	4	0	4	1	0	1
Officer, Third Class	8	1	9	3	1	4	5	0	5	5	0	5
Inspector	7	0	7	5	0	5	9	0	9	4	0	4
Deputy Inspector	6	1	7	6	0	6	11	0	11	10	0	10
Agent	344	50	394	454	44	498	464	55	519	438	33	471
Total	376	53	429	479	45	524	494	56	550	464	33	497

Source: Office of the Inspector General of the PNC

A total of 1,463 police officers were suspended from work as a penalty for serious infractions, 94.8% of whom were men and 5.2% were

women. Approximately 95.9% were in basic level ranks, while 3.6% were junior officers and 0.5% senior officers.

**TABLE 25**

**NUMBER OF PENALTIES IN THE FORM OF WORK SUSPENSIONS IMPOSED FOR SERIOUS INFRACTIONS, DISAGGREGATED BY RANK AND SEX**

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	0	0	0	0	0	0
Commissioner	0	0	0	0	0	0	0	0	0	0	0	0
Deputy Commissioner	1	0	1	3	0	3	4	0	4	0	0	0
Officer, First Class	2	0	2	8	0	8	2	1	3	2	0	2
Officer, Second Class	6	0	6	5	0	5	1	0	1	2	0	2
Officer, Third Class	3	0	3	8	0	8	8	1	9	3	0	3
Inspector	5	0	5	7	0	7	5	0	5	10	0	10
Deputy Inspector	9	1	10	8	0	8	10	0	10	5	0	5
Agent	216	10	226	398	23	421	350	20	370	306	20	326
Total	242	11	253	437	23	460	380	22	402	328	20	348

Source: Office of the Inspector General of the PNC

A total of 2,221 police agents received penalties in the form of temporary prohibitions on promotions, specialization courses, and scholarships for serious infractions committed

between 2014 and 2017, 92.4% by men and 7.6% by women. Approximately 96% were from basic level ranks, while 3.4% were junior officers and 0.6% senior officers.

**TABLE 26**

**NUMBER OF PENALTIES IN THE FORM OF TEMPORARY PROHIBITION ON PROMOTIONS, SPECIALIZATION COURSES AND SCHOLARSHIPS IMPOSED FOR SERIOUS INFRACTIONS, DISAGGREGATED BY RANK AND SEX**

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	0	0	0	0	0	0
Commissioner	0	0	0	1	0	1	3	0	3	0	0	0

Deputy Commissioner	4	0	4	2	0	2	2	0	2	1	0	1
Officer, First Class	6	0	6	2	0	2	2	0	2	2	0	2
Officer, Second Class	13	0	13	10	0	10	6	0	6	4	0	4
Officer, Third Class	10	0	10	10	0	10	4	0	4	7	0	7
Inspector	10	3	13	10	0	10	16	1	17	10	0	10
Deputy Inspector	16	1	17	14	0	14	19	2	21	7	0	7
Agent	352	41	393	451	37	488	576	41	617	482	43	525
Total	411	45	456	500	37	537	628	44	672	513	43	556

Source: Office of the Inspector General of the PNC

A total of 836 police agents received penalties in the form of suspension from work for very serious infractions between 2014 and 2017, 94.9% of whom were men and 5.1% women.

Approximately 95.9% were in basic level ranks, while 3.7% were junior officers and 0.4% senior officers.

**TABLE 27**  
NUMBER OF PENALTIES IN THE FORM OF WORK SUSPENSIONS IMPOSED FOR VERY SERIOUS INFRACTIONS, DISAGGREGATED BY RANK AND GENDER

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	0	0	0	0	0	0
Commissioner	0	0	0	0	0	0	0	0	0	0	0	0
Deputy Commissioner	2	0	2	1	0	1	0	0	0	0	0	0
Officer, First Class	1	0	1	2	1	3	2	0	2	0	0	0
Officer, Second Class	4	0	4	2	2	4	3	0	3	2	0	2
Officer, Third Class	5	0	5	3	1	4	2	0	2	3	0	3
Inspector	3	0	3	3	3	6	4	0	4	3	0	3
Deputy Inspector	6	0	6	2	0	2	6	0	6	3	0	3
Agent	145	8	153	267	17	284	169	11	180	150	5	155
Total	166	8	174	280	19	299	186	11	197	161	5	166

Source: Office of the Inspector General of the PNC

A total of 572 police agents received penalties in the form of a temporary prohibition on promotions, specialization courses, and scholarships for very serious infractions

between 2014 and 2017, 94.8% of whom were men and 5.2% women. Approximately 97.4% were from basic level ranks, while 1.7% were junior officers and 0.9% senior officers.

**TABLE 28**  
NUMBER OF PENALTIES IN THE FORM OF TEMPORARY PROHIBITION ON PROMOTIONS, SPECIALIZATION COURSES AND SCHOLARSHIPS IMPOSED FOR VERY SERIOUS INFRACTIONS, DISAGGREGATED BY RANK AND GENDER

Rank	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0	0	0	0	0	0	0
Commissioner	0	0	0	0	0	0	0	0	0	0	0	0
Deputy Commissioner	2	0	2	2	0	2	0	0	0	1	0	1
Officer, First Class	1	0	1	1	0	1	0	0	0	0	0	0
Officer, Second Class	2	0	2	1	0	1	1	0	1	0	0	0
Officer, Third Class	3	0	3	1	0	1	0	0	0	0	0	0
Inspector	4	0	4	1	0	1	2	0	2	2	0	2
Deputy Inspector	6	0	6	0	0	0	5	0	5	4	1	5
Agent	144	0	144	112	7	119	122	11	133	125	11	136
Total	162	0	162	118	7	125	130	11	141	132	12	144

Source: Office of the Inspector General of the PNC

During the four years under study, only one police officer was penalized for very serious infractions, in 2014, in the form of a temporary

prohibition on his ability to seek promotions within the PNC.

**TABLE 29**  
NUMBER OF PENALTIES IN THE FORM OF TEMPORARY PROHIBITION ON SEEKING PROMOTIONS WITHIN THE INSTITUTION IMPOSED FOR VERY SERIOUS INFRACTIONS, DISAGGREGATED BY RANK AND GENDER

Rank	2014	2015	2016	2017
Commissioner General	0	0	0	0

Commissioner	0	0	0	0
Deputy Commissioner	0	0	0	0
Officer, First Class	0	0	0	0
Officer, Second Class	0	0	0	0
Officer, Third Class	0	0	0	0
Inspector	0	0	0	0
Deputy Inspector	0	0	0	0
Agent	1 (male)	0	0	0
Total	1	0	0	0

Source: Office of the Inspector General of the PNC

A total of 227 police received sanctions entailing dismissal from service imposed for very serious infractions in 2016 and 2017 (PNC asserted it

did not have records for 2014 or 2015). More than 99% of those sanctioned were in basic level ranks; 96% were men and 4% women.

TABLE 30

**NUMBER OF PENALTIES IN THE FORM OF DISMISSALS IMPOSED FOR VERY SERIOUS INFRACTIONS, DISAGGREGATED BY RANK AND GENDER**

Rank	2016			2017		
	Men	Women	Total	Men	Women	Total
Commissioner General	0	0	0	0	0	0
Commissioner	0	0	0	0	0	0
Deputy Commissioner	0	0	0	0	1	1
Officer, First Class	0	0	0	0	0	0
Officer, Second Class	1	0	1	0	0	0
Officer, Third Class	0	0	0	0	0	0
Inspector	2	0	2	3	0	3
Deputy Inspector	1	0	1	2	0	2
Agent	119	3	122	90	5	95
Total	123	3	126	95	6	101

Source: Office of the Inspector General of the PNC  
\*PNC did not provide data for 2014 or 2015

Of all of the disciplinary proceedings and investigations performed by the Office of Professional Responsibility, few cases were

referred to the MP for investigation. Between 2014 and 2017, a total of 209 disciplinary cases were referred to the MP. During the same

period, a total of 560 cases were referred to the MP. There is a marked decrease in the

proportion of cases referred starting in 2016.

TABLE 31

**PROCEEDINGS REFERRED TO THE PUBLIC PROSECUTOR'S OFFICE**

Year	2014	2015	2016	2017	Total
Number of investigations carried out by the Office of Professional Responsibility referred to the Public Prosecutor's Office	122	206	155	77	560
Number of disciplinary cases referred to the Public Prosecutor's Office	31	56	82	40	209

Source: Office of the Inspector General of the PNC

As demonstrated in Table 32, very few official complaints were received related to sexual harassment within the PNC – only 30 cases during the four years under study. Without a doubt, fewer cases were reported than actually occurred, reflecting distrust in the potential for

accountability for this type of offense. During the same period, 31 cases were initiated, though very few progressed. By the end of 2017, only eight cases resulted in penalties, although details and the severity of these penalties are unknown.

TABLE 32

**COMPLAINTS RECEIVED, DISCIPLINARY PROCEDURES INITIATED AND CLOSED, AND PENALTIES ISSUED FOR SEXUAL HARASSMENT WITHIN THE PNC**

Year	Complaints Received	Cases Initiated	Cases Closed	Penalties Issued
2014	10	7	4	1
2015	5	9	2	2
2016	6	11	3	1
2017	9	4	2	4
Total	30	31	11	8

Source: Office of the Inspector General of the PNC

Between 2014 and 2017, the Office of Police Responsibility had an annual average of 112 employees, 83% of whom were men and 17% women. The number of personnel remained stable between the years, though it increased a bit, from 107 in 2014 to 119 in 2017. In parallel,

an annual average of 465 people performed investigatory work for the Inspector General of the PNC, 78.6% of them being men and 21.4% women. In the PNC Disciplinary Tribunals, an average of 52 people performed these tasks each year.

**TABLA 33**

**NUMBER OF PERSONNEL ASSIGNED TO THE OFFICE OF POLICE RESPONSIBILITY, INVESTIGATIVE WORK IN THE OFFICE OF THE INSPETOR GENERAL OF THE PNC, AND PNC DISCIPLINARY COURTS, DISAGGREGATED BY GENDER**

Office	2014			2015			2016			2017		
	Men	Women	Total	Men	Women	Total	Men	Women	Total	Men	Women	Total
Office of Police Responsibility	88	19	107	83	21	104	98	19	117	102	17	119
Investigative activities for the Office of the Inspector General of the PNC	362	87	449	357	101	458	381	108	489	360	102	462
PNC Disciplinary Courts	N/d*	N/d*	60*	N/d*	N/d*	50*	43	7	50	39	10	49
<b>Total</b>	<b>450</b>	<b>106</b>	<b>616</b>	<b>440</b>	<b>122</b>	<b>612</b>	<b>522</b>	<b>134</b>	<b>656</b>	<b>501</b>	<b>129</b>	<b>630</b>

Source: PNC Subdivision for Personnel

\* For 2014 and 2015, the Disciplinary Courts provided general data due to not having records broken down by gender

**BUDGET AND USE OF FUNDS**

Between 2014 and 2017, the PNC received an average budgetary allocation of 2,970,353,613 quetzals (about \$382 million), equivalent to an average of 4.2% of the overall national budget for the same period.

Its budgetary allocation increased each year

during the period under study and grew dramatically in 2017. It increased 1.6% between 2014 and 2015, 5.2% between 2015 and 2016, and 19.8% between 2016 and 2017. The budget provided to PNC and the budget executed followed this same pattern, though with a small reduction in 2015 (see Table 34).

**TABLE 34**

**PNC GENERAL BUDGET**

Year	2014	2015	2016	2017
Total government budget	Q77,309,000,000	Q77,309,000,000	Q77,309,000,000	Q77,309,000,000

Budget allocated to the PNC	Q2,721,964,495	Q2,765,857,540	Q2,908,418,149	Q3,485,174,269
Budget remitted to the PNC	Q2,720,658,080.69	Q2,615,743,067.01	Q3,016,349,370.38	Q3,181,862,622.36
Budget executed by the PNC	Q2,639,050,322.78	Q2,592,362,889.93	Q3,173,599,779.43	Q3,173,599,779.43

Source: PNC Subdivision for Logistics and Support

It is important to point out that no records exist regarding monetary donations made by private entities or international organizations.<sup>26</sup>

As shown in Table 35 and Graph 7, of the total budgetary allocation between 2014 and 2017, the PNC assigned a significant majority of its funds to personnel salaries, equivalent to an annual average of 2,342,190,241 quetzals (about \$301 million), or 78.7%. As a proportion of its overall budget, this grew from 73% in 2014 to 84.9% in 2016, while dropping a bit in 2017 to 79.3%. However, in absolute terms, the amount grew yearly, from 1,987,350,159 quetzals (about \$255 million) in 2014 to 2,764,477,178 quetzals (about \$355 million).

During this period, the PNC assigned an annual average of 189,516,120 quetzals (about \$24.4 million or 6.5% of its overall budget) to the PNC’s maintenance expenses. This amount grew a bit, from 211,408,931 quetzals (about \$27.2 million) in 2014 to 224,684,268 quetzals (about \$28.9 million) in 2015, though dramatically dropped to 182,221,713 quetzals (about \$23.4 million) in 2016 and 139,749,568 quetzals (about \$17.9 million) in 2017. As a proportion of the allocated budget, this represents a decrease of 7.8% in 2014 to 4% in 2017.

Between 2014 and 2017, the institution assigned an annual average of 58,409,268 quetzals

(about \$7.5 million, or 2% of its overall budget) to investing in the police force. Nonetheless, this allocation fluctuated significantly during the period under study in proportional and absolute terms. In 2014, this allocation reached 111,094,913 quetzals (about \$14.3 million), or 4.1% of the PNC’s overall budget. In 2015, this amount decreased to 7,567,305 quetzals (about \$974,428) or 0.3% of the overall budget. While it increased somewhat in 2016 to 42,941,720 quetzals (about \$5.5 million or 1.5%) and again in 2017 to 72,033,133 quetzals (about \$9.2 million or 2.1%), the amount still remained low in comparison with 2014.

One illustrative case of the PNC’s lackluster use of funds for investment is evidenced by a project announced in July 2017 to revitalize the PNC’s image by changing the design of its patrol cars and purchasing 3,000 new vehicles. At that time, according to an article in the press, the PNC had some 1,500 patrol cars nationally, though a significant number of them were in bad repair. According to statements made by former Minister of the Interior Carlos Menocal, a patrol car entails a cost of nearly 200,000 quetzals (about \$25,753.64). He additionally recommended taking into account the cost of maintenance and purchase of fuel for new units.<sup>27</sup>

**TABLE 35**

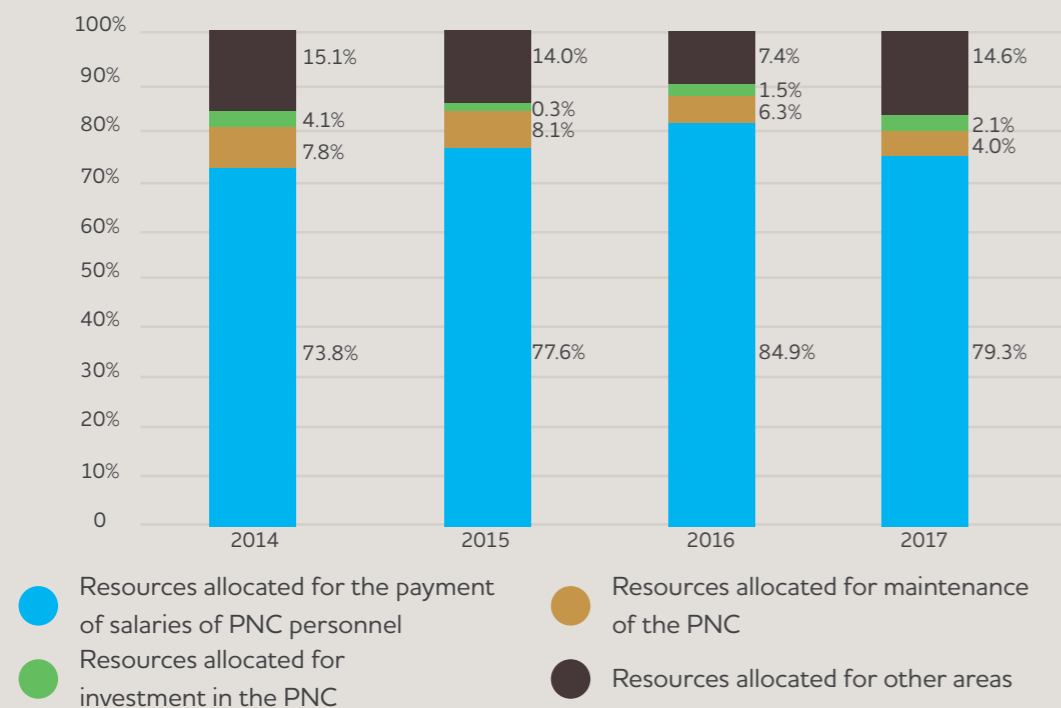
**RESOURCES DEDICATED TO STAFF SALARIES, MAINTENANCE AND INVESTMENT IN THE PNC**

Year	2014	2015	2016	2017
Budget assigned to the PNC	Q2,721,964,495	Q2,765,857,540	Q2,908,418,149	Q3,485,174,269
Resources allocated for the payment of salaries of PNC personnel	Q1,987,350,159	Q2,147,546,682	Q2,469,386,944	Q2,764,477,178
Resources allocated for maintenance of the PNC	Q211,408,931	Q224,684,268	Q182,221,713	Q139,749,568
Resources allocated for investment in the PNC	Q111,094,913	Q7,567,305	Q42,941,720	Q72,033,133

Source: PNC Subdivision for Logistics and Support

**GRAPH 7**

**DIVISION OF RESOURCES WITHIN THE PNC**



Source: PNC Subdivision for Logistics and Support

**POLICE WELLBEING**

Given that salaries represent the majority of the PNC’s expenditures, the Central America Monitor requested information on wages for the institution’s employees, disaggregated by rank and type of remuneration received. This

information is provided in Table 36. During the period under study, the only remuneration sum that changed was the special bonus from the Office of the Director General of the Police (Bono Especial en la Dirección General de la Policía, DGPNC), which increased from 1,100 quetzals to 1,800 quetzals (or \$141.65 to \$231.78) as of July 1, 2016.

**TABLE 36**

**MONTHLY WAGES FOR PNC PERSONNEL BY RANK, 2014-2017**

Police Rank	Base Salary	Training Bonus	Risk Bonus	Occupational Bonus	Special DGPNC Bonus		Bonus 66-2000	Representative Costs	TOTAL
					Between 01/01/2014 and 06/30/2016	Between 07/01/2016 and 12/31/2017			
Director General	Q9,095	Q350	Q400	Q5,000	Q1,100	Q1,800	Q250	Q8,000	Q25,995.00
Assistant Director General	Q8,560	Q350	Q400	Q4,000	Q1,100	Q1,800	Q250	Q7,000	Q23,460.00
Deputy Director General	Q8,025	Q350	Q400	Q3,000	Q1,100	Q1,800	Q250	Q6,000	Q20,925.00
Commissioner General	Q6,955	Q350	Q400	Q1,750	Q1,100	Q1,800	Q250	N/A	Q12,605.00
Commissioner	Q6,420	Q350	Q400	Q1,500	Q1,100	Q1,800	Q250	N/A	Q11,820.00
Deputy Commissioner	Q5,885	Q350	Q400	Q1,250	Q1,100	Q1,800	Q250	N/A	Q11,035.00
Officer, First Class	Q5,350	Q350	Q400	Q1,000	Q1,100	Q1,800	Q250	N/A	Q10,250.00
Officer, Second Class	Q4,815	Q350	Q400	Q750	Q1,100	Q1,800	Q250	N/A	Q9,465.00
Officer, Third Class	Q4,280	Q350	Q400	Q500	Q1,100	Q1,800	Q250	N/A	Q8,680.00
Inspector	Q3,745	Q350	Q400	Q250	Q1,100	Q1,800	Q250	N/A	Q7,895.00
Deputy Inspector	Q3,210	Q350	Q400	N/A	Q1,100	Q1,800	Q250	N/A	Q7,110.00
Agent	Q2,354	Q350	Q400	N/A	Q1,100	Q1,800	Q250	N/A	Q6,254.00

Source: PNC Subdivision for Personnel

As can be seen from the previous table, the monthly salaries of police agents, deputy inspectors, inspectors, third class officers, and second class officers, do not exceed 10,000 quetzals (about \$1,287.68). This comparison is critical because in comparison with the

importance of the work performed by these public servants, their salaries can be viewed as relatively low.

According to a newspaper report in 2019, “During the last 15 years, the agents of the



PNC have barely received bonus payments to compensate their precarious salaries. During the administration of former President Óscar Berger, they received a bonus payment of 230 quetzals (about \$29.62), with Álvaro Colom, 1,100 quetzals (about \$141.65), and during the current administration they receive a bonus of 700 quetzals (about \$90.14) monthly. Nonetheless, the PNC base salary is 2,354 quetzals (about \$303.12), with wages continuing to be buttressed by bonus payments that vary according to hierarchy: in the case of agents with 15 years of service in the PNC, their monthly wages add up to 4,852 quetzals (about \$624.78), including deductions.” In addition to three bonuses, the former director of the PNC declared it is urgent to dignify agents, as after the expenses they must incur to purchase their own uniforms, equipment, and even their own ammunition, they have practically no salary left.<sup>28</sup>

According to the National Statistics Institute (*Instituto Nacional de Estadística*, INE), the cost of the basic subsistence food basket (*Canasta Básica Alimentaria*, CBA) in January 2014 was 2,922.30 quetzals (about \$376.30) monthly;<sup>29</sup> however, by September 2017, it had risen to 4,211.37 quetzals (about \$543.29) monthly. This datum clearly demonstrates that what PNC agents earn is a very precarious sum, particularly when considering that in many cases that salary is not meant to only cover their own needs, but often the needs of their families.

It is important to clarify that as of October 2017, a new CBA took effect, comprised of 10 food groups and 34 food products, with a purchase price of 3,561.52 quetzals (about \$458.61).<sup>30</sup> Against this backdrop, while the cost of the CBA decreased as of October 2017, this does not mean that PNC agents enjoy greater access to it.

In addition to the base salary and bonus payments given to police officers, the Office of the Director General of the PNC also contributes death benefits and retirement assistance. These benefits were granted by means of the General Order on Posthumous Benefits and Retirement Assistance for PNC Personnel (*Orden General del Auxilio Póstumo y Ayuda por Jubilación del Personal de la PNC*), General Order 04-003.<sup>31</sup> Both funds are comprised of contributions made monthly for each PNC agent.

The posthumous benefit fund serves to assist “the beneficiaries of members of the police who have died in the line of duty, due to illness, and/or other causes.” The monthly contributions and benefits in the case of death vary depending on the rank of each member of the PNC. The right to receive benefits from the retirement fund is granted to members of the PNC who “in accordance with what is established by the Law of Retired Populations of the State leave their service in the National Civilian Police to enjoy the benefits of retirement, whether due to age or incapacity to perform service action(s).”<sup>32</sup>

Notwithstanding the foregoing, it is worth noting that improving PNC agents’ salaries has been a demand for many years. During the period covered by this study, Francisco Rivas, the former Minister of the Interior, at one point declared salary improvements were necessary, given that due to the efforts made by and conditions in which the agents work, they would have to earn a minimum salary of 8,000 quetzals (about \$1,030.15) in order for them to have a comparable salary to personnel in other security and justice entities. In El Salvador, for example, a police officer earns a salary of US\$1,000.<sup>33</sup>

In the area of health, despite the existence of the so-called National Civilian Police Hospital, rumor has it that it only attends to a small number of agents. The rest receive medical care

from the Guatemalan Social Security Institute (*Instituto Guatemalteco de Seguridad Social*, IGSS), while some prefer paying out of pocket in private clinics.

PNC agents receive vacation and days off, a right regulated by the National Civilian Police System of Vacation, Leave, and Days Off, Ministerial Accord 301-97.<sup>34</sup> Article 1 of the Accord establishes that “vacation, leave, or days off can be enjoyed by all personnel comprising or providing their professional services to the National Civilian Police.” The Institution grants 30 days of vacation annually to the personnel.

Articles 12, 13, and 14 define the following types of leave:

- **Weekly:** Each PNC employee is entitled to one day of rest per week and one additional day of rest bimonthly.
- **Continuous:** The agents may “renounce their rest days until they accrue a maximum of four days, so as to enjoy them on their requested dates, if the services so permits.”

## COMMUNITY RELATIONS

### POLICY OF COMMUNITY RELATIONS AND POLICE DEPLOYMENT

During the internal armed conflict, the Armed Forces – both military as well as police – were identified as being the parties primarily responsible for committing grave human rights violations against civilians. Logically, throughout the history of the police institution, this record has represented an enormous challenge to establishing a relationship with the community

- **Extraordinary:** The PNC Directors are authorized to grant extraordinary shifts of leave during Holy Week and Christmas to the agents who do not have ordinary vacation on those dates.

It should be noted that in practice, periods of leave can be limited or suspended by order of the Director General, due to national-level security operations or emergencies, for example, due to operations in areas with greater incidence of criminal activity, searches of drivers and vehicles, operations conducted on special dates such as Christmas, Holy Week, payment of the ‘13th month wage’ (*aguinaldo*), bonus 14, etc.

Lastly, the foregoing circumstances would be incomplete without mentioning the precariousness of police facilities. Precincts, sub-precincts, stations, and sub-stations are in a state of neglect. This can be confirmed by merely observing the bunks on which police officers sleep, not to mention the bathrooms, many of which lack running water.<sup>35</sup>

and gaining public trust.

The process of strengthening and modernizing the police in the period following the conflict and signing of the Peace Accords entailed the development and implementation of a new Internal Community Security Policing Model (*Modelo Policial de Seguridad Integral Comunitario*, MOPSIC).

The PNC has a community relations policy, contained in Article 12 of Decree 11-97, or National Civilian Police Law (*Ley de la Policía*

*Nacional Civil*), that includes community relations as one of its basic principles of action for its members. To that end, it stipulates that members of the police forces must:<sup>36</sup>

- Avoid any abusive, arbitrary, or discriminatory practices in their professional conduct.
- Observe at all times correct and conscientious treatment in their relations with the populace, whom they shall assist and protect as long as the circumstances so warrant or when required to do so, informing the populace regarding the causes and goals of their intervention.
- Act in the exercise of their duties with the necessary determination and without delay when avoiding grave, immediate, and irreparable harms depends on it, being guided while doing so by the principles of consistency, opportunity, and proportionality in the use of the methods within their reach.

From the transition of the National Police to the National Civilian Police, it is clear that the expectation has been to approach the public according to a vision that claims to be respectful of human rights. Within its organizational structure, the PC has a Subdivision for Crime Prevention, an agency that promotes the philosophy of “community policing”<sup>37</sup> and through it, launches actions, programs, and strategies jointly with civil society, with the overarching goal of preventing violence and criminality.

In 2016, the police, with support from the Japan International Cooperation Agency (JICA), performed important work compiling information on all of the actions which the PNC had implemented since 1997 under

the vision of becoming a community policing body. The results were consolidated into a final report entitled “Systematization and Analysis of Community Policing Experiences in Guatemala” on the various programs, among which the following stand out:

- The Police Are Your Friends (*Policía tu amigo*): The program seeks to foster responsible conduct in decision-making that prevent becoming victims or victimizers of illicit acts.
- Education Program for Resisting Drug Abuse and Violence (*Programa de Educación para la Resistencia al Abuso de Drogas y la Violencia*, DARE): Developed with the goal of eradicating or reducing addictive substance abuse, such as tobacco, alcohol, and other drugs.
- Education and Training Program for Resisting Gangs (*Programa de Educación y Entrenamiento para la Resistencia a las Pandillas*, GREAT): Hopes to prevent youth violence and gang affiliation, preventing youth from joining criminal groups.
- School for Parents (*Escuela para padres de familia*): Conceived as a mechanism for preventing violence and criminality by accompanying fathers and mothers.
- Say No to Military Toys (*No al juguete bélico*): Its goal is to provide spaces for citizen participation for understanding the harms caused by firearms.
- Culture of Denunciation (*Cultura de denuncia*): It seeks to promote a culture where citizens formally or informally call out or report incidents, with the goal of preventing violence and guide police to tend to and protect victims.
- Painting Peace (*Pintando la paz*): This

program promotes citizen participation in the construction of safe urban spaces, by recuperating places occupied by criminals.

- Police Superintendent for One Day (*Comisario por un día*): Fosters from an early age the citizenry’s joint responsibility in violence prevention.
- Police Athletic League (*Liga atlética policial*, LAP): Seeks to occupy the free time of children and youth in wholesome athletic, recreational, cultural, social, and educational activities.

With regard to the national deployment of the PNC, Article 2 of Decree 11-97 stipulates that the institution “exercises its duties 24 hours per day throughout the territory of the Republic. For the purpose of effectiveness, it is divided into districts, whose number and demarcation shall be established by the Director General.” Additionally, the regulation declares that the PNC, in its duties to “recruit, select, train, and deploy its personnel, must bear in mind the multiethnic and multicultural nature of Guatemala.”

According to the systematization report produced by the Civilian National Police, the police service developed in line with a vision of community policing has made at least three principal contributions:

- A decrease in the incidence of criminality, primarily with regards to homicides. Indeed, during the last few years, the decrease in the rate of violent murders in the country has been noteworthy.
- Strengthening the image of the police.
- Improving the perception of security.

## PUBLIC TRUST IN THE PNC

In short, as was demonstrated in the previous section, gaining and improving public trust represents a challenge for the police, primarily within a historical context in which grave human rights violations are associated with the institution in the past and the present, with its members occasionally being charged and brought to justice, accused of various crimes.

With regard to the degree of public trust in the police, public polling surveys administered by Latinobarómetro between 2015 and 2017 provide interesting data, as shown in Table 37. An analysis of responses from those surveyed shows that there were few changes between 2015 and 2017. In 2015, 25.1% of the population expressed having great or some degree of trust in the PNC, whereas 73.7% had little or none.<sup>38</sup> According to an analysis carried out and presented by the Institute of Learning for Sustainable Development (*Instituto de Enseñanza para el Desarrollo Sostenible*, IEPADES)<sup>39</sup> of a survey that the organization administered with a sample size of 1,608 persons, 88% felt that violence in the country had increased, while 8% felt it was unchanged and only 2% of those surveyed felt that violence had decreased.

According to the above-cited IEPADES study, in 2015, 21% of the survey sample felt the work of the PNC had improved, while 58% felt it was unchanged and 20% felt it had worsened.

In 2016, 24.1% reported having great or some degree of trust, while 75.1% had little or none.<sup>40</sup> In 2017, 24.2% reported having great or some degree of trust, while 74.4% had little or none.<sup>41</sup> There is a small, though insignificant, variation between those reporting having little or no trust. Citing the Integrated Justice System (*Sistema Integrado de Justicia*), the IEPADES

study reflects that in 2016, the PNC's work efficiency was at 11%, with a slight increase of 0.7% in 2017. What is relevant from this analysis is that it looks at the following series of actions which, according to the sample interviewed, could help to improve citizen perception of the work performed by the PNC:

- Fluid communication with neighborhood residents and the community in general.
- Work performed jointly with the community.
- Frequent rounds in zones, neighborhoods, and communities.
- Expeditious responses.
- Visits to schools in zones and programs for children and youth.
- Attending to residents' complaints.
- Counsel for the communities in security matters.

The surveys also show a lack of marked variation

when disaggregating the responses by sex. The most marked difference occurred in 2015, when 18.1% of the men reported having some degree of trust in the PNC, as compared with 13.2% of the women. However, there was no difference greater than 3.6% between men's and women's responses that same year. In 2016 and 2017, the variation decreased even more: in 2016, there was no variation greater than 2.8% between men's and women's responses and in 2017, the variation did not exceed 1.2%.

The efforts of the PNC to draw closer to and consolidate its relations with the community are viewed as having shown signs of contributing not only to preventing violence and criminality, but also to improving the degree of trust in the police institution. Without a doubt, this represents a challenge requiring further work that will progressively enable more and better results to be achieved. Future reports by the Central America Monitor will help analyze the results of the community actions, strategies, and projects, as well as patterns of citizen trust following 2017, a complex and tumultuous period for Guatemala's security and justice system.

## ACRONYMS AND ABBREVIATIONS

<b>DGPNC</b>	Office of the Director General of the National Civilian Police
<b>FMM</b>	Myrna Mack Foundation
<b>IACHR</b>	Inter-American Commission on Human Rights
<b>IGSS</b>	Guatemalan Institute of Social Security
<b>MP</b>	Public Prosecutor's Office
<b>OJ</b>	Judiciary
<b>PDH</b>	Human Rights Ombudsperson's Office
<b>PNC</b>	National Civilian Police
<b>WOLA</b>	Washington Office on Latin America

**TABLE 37**

### LEVEL OF PUBLIC TRUST IN THE NATIONAL CIVILIAN POLICE\*

Response	2015			2016			2017		
	Overall Level of Trust	Level of Trust by Sex		Overall Level of Trust	Level of Trust by Sex		Overall Level of Trust	Level of Trust by Sex	
		Men	Women		Men	Women		Men	Women
A lot	9.6	9.1	10.0	9.3	8.4	10.1	9.7	10.3	9.1
Some	15.5	18.1	13.2	14.8	14.6	15.0	14.5	14.6	14.3
A little	41.5	39.6	43.2	36.3	36.0	36.6	38.5	37.9	39
None	32.2	33.2	31.3	38.8	40.3	37.5	35.9	36.1	35.7
Uncertain	1.1	0.0	2.1	0.8	0.9	0.8	1	0.9	1.2
No Response	0.1	0.2	0.0	n/d	n/d	n/d	0.5	0.2	0.7

Source: *Latinobarómetro*

\*Information not available for 2016

# NOTES

<sup>1</sup>A detailed list of indicators is available in English at <https://www.wola.org/cam/>, and in Spanish at <https://www.wola.org/es/cam/>.

<sup>2</sup>Citizen Security and the Peace Process in Guatemala. René Zamora. Book chapter “Peace, Reconciliation, and Transitional Justice in Colombia and Latin America”. Editorial Pontificia Universidad Javeriana. 2018. Pages 50-51.

<sup>3</sup>Decree 11-97. March 4, 1997. Available at: [https://mingob.gob.gt/wp-content/uploads/2016/01/sp\\_gtm-mla-leg-police.pdf](https://mingob.gob.gt/wp-content/uploads/2016/01/sp_gtm-mla-leg-police.pdf).

<sup>4</sup>See: <https://www.pnc.gob.gt/index.php/historia-2/>.

<sup>5</sup>Report of the Election Observation Mission in Guatemala – Popular Consultation, May 16, 1999 – Constitutional Reforms. Organization of American States. September 1, 2000. Available at: <https://www.oas.org/sap/docs/misiones/1999/CP07443S04%20Guatemala%20ESP.pdf>.

<sup>6</sup>1999: Rejection of Constitutional Reforms. Prensa Libre. Néstor Galicia. May 15, 2015. Available at: <https://www.prensalibre.com/hemeroteca/1999-rechazo-a-reformas-constitucionales/>.

<sup>7</sup>Decree 11-97. March 4, 1997. Available at: [https://mingob.gob.gt/wp-content/uploads/2016/01/sp\\_gtm-mla-leg-police.pdf](https://mingob.gob.gt/wp-content/uploads/2016/01/sp_gtm-mla-leg-police.pdf).

<sup>8</sup>Governmental Accord 587-97. August 1, 1997. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>9</sup>Governmental Accord 587-97. August 1, 1997. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>10</sup>Governmental Accord 587-97. August 1, 1997. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>11</sup>See Articles 44-51 of Governmental Accord 587-97: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>12</sup>Decree 11-97. March 4, 1997. Available at: [https://mingob.gob.gt/wp-content/uploads/2016/01/sp\\_gtm-mla-leg-police.pdf](https://mingob.gob.gt/wp-content/uploads/2016/01/sp_gtm-mla-leg-police.pdf).

<sup>13</sup>Governmental Accord 587-97. August 1, 1997. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>14</sup>Governmental Accord 153-2012. July 18, 2012. Available at: <https://pnc.edu.gt/wp-content/uploads/2015/11/Acuerdo-Gubernativo-153-2012.pdf>.

<sup>15</sup>Board for Superior Private Teaching. Universidad Mariano Gálvez. Program for Criminal Sciences and Criminology. Available at: [http://www.ceps.edu.gt/ceps/prog-view-](http://www.ceps.edu.gt/ceps/prog-view-one?programa_id=932)

[one?programa\\_id=932](http://www.ceps.edu.gt/ceps/prog-view-one?programa_id=932)

<sup>16</sup>Board for Superior Private Teaching. Universidad de Occidente. Political Science Program. Available at: [http://www.ceps.edu.gt/ceps/prog-view-one?programa\\_id=1303](http://www.ceps.edu.gt/ceps/prog-view-one?programa_id=1303)

<sup>17</sup>National Statistics Institute. General Population Characteristics. Available at: <https://www.censopoblacion.gt/graficas>.

<sup>18</sup>Loc.cit.

<sup>19</sup>Governmental Accord 587-97. August 1, 1997. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>20</sup>Decree 11-97. March 4, 1997. Available at: [https://mingob.gob.gt/wp-content/uploads/2016/01/sp\\_gtm-mla-leg-police.pdf](https://mingob.gob.gt/wp-content/uploads/2016/01/sp_gtm-mla-leg-police.pdf).

<sup>21</sup>Governmental Decree 420-2003. July 18, 2003. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>22</sup>Governmental Decree 420-2003. July 18, 2003. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>23</sup>Governmental Decree 420-2003. July 18, 2003. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>24</sup>Governmental Decree 420-2003. July 18, 2003. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>25</sup>Governmental Decree 420-2003. July 18, 2003. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>26</sup>Ministry of the Interior. Request MINGOB UIP 1710-2020. Resolution Number 001784. September 2, 2020.

<sup>27</sup>Soy 502. PNC: ¿Compra de nuevas autopatrullas o reparación de las antiguas?. Guatemala. Soy 502. July 18, 2017. Available at: <https://www.soy502.com/articulo/pnc-compra-nuevas-autopatrullas-o-reparacion-antiguas-31313>.

<sup>28</sup>Bin, Henry. PNC empuja contra la pared a autoridades: incremento o paro. Guatemala. Con Criterio. July 26, 2019. Available at: <http://concritorio.gt/pnc-empuja-contra-la-pared-a-sus-autoridades-incremento-o-paro/>.

<sup>29</sup>National Statistics Institute. Available at: <https://www.ine.gob.gt/ine/canasta-basica-alimentaria/>.

<sup>30</sup>National Statistics Institute. Canasta Básica Alimentaria (CBA) y Canasta Ampliada Enero 2020. Guatemala. INE. February 2020. Available at: <https://www.ine.gob.gt/sistema/uploads/2020/02/07/20200207180138FKDwxMZkfk1gTiHClmLsdYdyRgLYnGpu.pdf> Pág. 3.

<sup>31</sup>General Order 04-003. September 1, 2003. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>32</sup>General Order 04-003. September 1, 2003. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>33</sup>Bin, Henry. PNC empuja contra la pared a autoridades: incremento o paro. Guatemala. Con Criterio. July 26, 2019. Available at: <http://concritorio.gt/pnc-empuja-contra-la-pared-a-sus-autoridades-incremento-o-paro/>.

<sup>34</sup>Ministerial Accord 301-97. September 16, 1997. Available at: <https://pnc.edu.gt/wp-content/uploads/2013/07/Reglamentos-de-PNC.pdf>.

<sup>35</sup>Interview conducted with an expert on the National Civilian Police in Guatemala City in September 2020.

<sup>36</sup>Decree 11-97. March 4, 1997. Available at: [https://mingob.gob.gt/wp-content/uploads/2016/01/sp\\_gtm-mla-leg-police.pdf](https://mingob.gob.gt/wp-content/uploads/2016/01/sp_gtm-mla-leg-police.pdf).

<sup>37</sup>According to the report “Systematization and Analysis of Community Policing Experiences in Guatemala”, developed in 2016 by the PNC and JICA as: “A means of bridging the gap between police and society, as counterparts necessary for building peaceful coexistence.”

<sup>38</sup>Latinobarómetro 2015. Corporación Latinobarómetro. 2015.

<sup>39</sup>Institute of Education for Sustainable Development (IEPADES), Et. Al. “Encuestas de Victimización y percepción del desempeño policial 2015 y 2019”. 2019. Available at: <https://iepades.com/wp-content/uploads/2019/11/Presentacion-13-Nov-Rev12Nov5pm-RC.pdf>.

<sup>40</sup>Latinobarómetro 2016. Corporación Latinobarómetro. 2016.

<sup>41</sup>Latinobarómetro 2017. Corporación Latinobarómetro. 2017.

## **ABOUT THE ORGANIZATIONS**

**THE MYRNA MACK FOUNDATION** is a Guatemalan nongovernmental organization that develops and produces research and policy proposals aimed at furthering the fight against impunity, strengthening the rule of law, and consolidating peace and democracy in Guatemala.

**THE WASHINGTON OFFICE ON LATIN AMERICA (WOLA)** is a leading research and advocacy organization advancing human rights in the Americas. We envision a future where public policies protect human rights and recognize human dignity, and where justice overcomes violence.

## **ABOUT THE PROJECT**

The Central America Monitor is a subregional project that seeks to assess the level of progress being made by the countries of Guatemala, Honduras and El Salvador in the areas of strengthening the rule of law, reducing violence, combatting corruption and organized crime, and protecting human rights through the use of a series of indicators. The project also monitors and analyzes international cooperation programs in the aforementioned areas.

## **ACKNOWLEDGEMENTS**

We would like to thank the Latin American Division of the Swiss Agency for Development and Cooperation, the Seattle International Foundation, the Tinker Foundation, and the Moriah Fund for their financial support and excellent advice that has made this project possible.

For more information, visit [www.wola.org/cam](http://www.wola.org/cam)