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UNITED STATES DEPARTMENT OF JUSTICE
EXECUTIVE OFFICE FOR IMMIGRATION REVIEW
IMMIGRATION COURT
900 MARKET STREET, SUITE 504
PHILADELPHIA, PA 19107

Sachs Law
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Philadelphia, PA 19102

In the matter of [REDACTED] File A [REDACTED] DATE: May 20, 2019
C [REDACTED]

— Unable to forward - No address provided.
— Attached is a copy of the decision of the Immigration Judge. This decision is final unless an appeal is filed with the Board of Immigration Appeals within 30 calendar days of the date of the mailing of this written decision. See the enclosed forms and instructions for properly preparing your appeal. Your notice of appeal, attached documents, and fee or fee waiver request must be mailed to:
Board of Immigration Appeals
Office of the Clerk
5107 Leesburg Pike, Suite 2000
Falls Church, VA 22041

— Attached is a copy of the decision of the immigration judge as the result of your Failure to Appear at your scheduled deportation or removal hearing. This decision is final unless a Motion to Reopen is filed in accordance with Section 242b(c)(3) of the Immigration and Nationality Act, 8 U.S.C. § 1252b(c)(3) in deportation proceedings or section 240(b)(5)(C), 8 U.S.C. § 1229a(b)(5)(C) in removal proceedings. If you file a motion to reopen, your motion must be filed with this court:
IMMIGRATION COURT
900 MARKET STREET, SUITE 504
PHILADELPHIA, PA 19107

— Attached is a copy of the decision of the immigration judge relating to a Reasonable Fear Review. This is a final order. Pursuant to 8 C.F.R. § 1208.31(g)(1), no administrative appeal is available. However, you may file a petition for review within 30 days with the appropriate Circuit Court of Appeals to appeal this decision pursuant to 8 U.S.C. § 1252; INA §242.

— Attached is a copy of the decision of the immigration judge relating to a Credible Fear Review. This is a final order. No appeal is available.

X Other: ORDER OF THE IMMIGRATION JUDGE GRANTING RELIEF.

M.E.
COURT CLERK
IMMIGRATION COURT

FF

cc: DHS OFFICE OF THE CHIEF COUNSEL
900 MARKET STREET, SUITE 346
PHILADELPHIA, PA, 19107

FINAL DECISION AND ORDER OF THE IMMIGRATION JUDGE

I. Procedural History

Respondent is a 20-year-old native and citizen of Guatemala who entered the United States as an unaccompanied minor on June 1, 2014. Exh. 1. The Department of Homeland Security (“DHS”) initiated removal proceedings against Respondent on June 5, 2014, through personal service of a Notice to Appear (“NTA”). *Id.* The NTA alleges that: (1) Respondent is not a citizen or national of the United States; (2) she is a native and citizen of Guatemala; (3) she arrived in the United States at or near Hidalgo, Texas, on or about June 1, 2014; and (4) she was not then admitted or paroled after inspection by an Immigration Officer. *Id.* Based on these factual allegations, the NTA charges Respondent as removable pursuant to section 212(a)(6)(A)(i) of the Act. *Id.*

At a Master Calendar Hearing on May 28, 2015, Respondent, through counsel, admitted the factual allegations in the NTA and conceded the charge of removability. She declined to designate a country of removal and, based on DHS’s recommendation, the Court designated Guatemala. Based on her status as an unaccompanied minor, Respondent filed a Form I-589, Application for Asylum and Withholding with the United States Citizenship and Immigration Services (“USCIS”) on July 29, 2015. Exh. 2, Tab 1. She subsequently filed that application with the Court on October 7, 2016, after USCIS determined that she was ineligible for asylum. Exh. 3, Tab 5. Respondent testified in support of her application at an individual hearing on March 13, 2019.

II. Exhibits List

Exhibit 1: Form I-862, NTA, dated June 5, 2014

Exhibit 2: Respondent’s Submission in Support of Application for Asylum and Withholding of Removal, Tabs 1-4, filed October 6, 2016

Tab 1: Form I-589, Application for Asylum and Withholding of Removal Receipt Notice, dated August 6, 2015

Tabs 2-4: Country Conditions Evidence

Exhibit 3: Respondent’s Additional Submission in Support of Application for Asylum and Withholding of Removal, Tabs 5-7, filed October 7, 2016

Tab 5: Form I-589, Application for Asylum and Withholding of Removal, dated July 27, 2015

Tab 6: Respondent’s Affidavit, undated

Tab 7: Respondent’s Birth Certificate, with translation

Exhibit 4: Respondent's Additional Submission in Support of Application for Asylum and Withholding of Removal, Tabs 8-11, filed February 22, 2018, *relevant tabs*:

Tab 9: Respondent's Supplemental Affidavit, undated

Tabs 10-11: Additional Country Conditions Evidence

Exhibit 5: Respondent's Additional Submission in Support of Application for Asylum and Withholding of Removal, Tabs A-F, filed March 5, 2019

Tab A: Respondent's Psychological Evaluation, dated February 19, 2019

Tabs B-F: Additional Country Conditions Evidence

Exhibit 5A: Respondent's Memorandum of Law in Support of Application for Asylum and Withholding of Removal, filed March 5, 2019

Exhibit 6: Additional Country Conditions Evidence, filed March 13, 2019

Unmarked Exhibit 7: Department of State Report on Human Rights Practices, 2018

III. Issues Presented

The key issues before the Court are: (1) whether Respondent demonstrated past persecution or a well-founded fear of future persecution; (2) whether, under the particular facts of Respondent's case, "Guatemalan women" is a cognizable particular social group; and (3) whether Respondent demonstrated a nexus between her past persecution and/or well-founded fear of future persecution and particular social group.

IV. Testimonial Evidence

Respondent was born and raised in [REDACTED], Guatemala in the Department of [REDACTED]. She lived with her grandmother and great grandmother starting at the age of nine after her mother and father moved to the United States to work. In June 2014, when Respondent left Guatemala, her grandmother was fifty-nine years old and her great grandmother was seventy-nine years old.

Respondent came to the United States in June 2014, because she feared for her life in Guatemala. One night in April 2014, Respondent was walking home from her friend's house around 10:00 p.m. when an unknown man approached her from behind and tried to kidnap her. He grabbed her arm, took her to a dark area without street lights, and threatened to harm Respondent if she screamed or called for help. Respondent was crying and afraid and struggled to escape from the man's grasp. Eventually, Respondent kicked the man in the genitals, which gave her an opportunity to escape and run away.

¹ The Court takes administrative notice of the population of [REDACTED] which sits at approximately 47,000 and is comprised of about thirteen localities within that municipality.

Respondent ran the short distance back home, at which point she told her grandmother what had happened. Respondent's grandmother went outside with a stick to look for the man, but she did not see anyone in the area. Although it was dark, Respondent was able to see that the man who attacked her had a tattoo of the Virgin Mary. Later that night, Respondent's grandmother called Respondent's parents and told them what had happened. Everyone agreed that Respondent needed to leave Guatemala as soon as possible. Respondent left for the United States two weeks later.

During those two weeks, Respondent never left the house alone. She continued attending school, but her grandmother brought her to school and her brother-in-law picked her up at the end of the day. One day, a group of men started gathering on a corner near her house. The men wore long pants, were shirtless, and some had tattoos on their chests. The men whistled at Respondent and made fun of her when she passed. Respondent did not recognize the men and does not know why they showed an interest in her.

Before leaving Guatemala, Respondent talked to her older sister about her problems with men. Her sister advised her that the best course of action would be for her to leave Guatemala. Respondent does not know if her sister ever experienced similar problems with men because she never talked about it. Respondent also does not know if any of her female classmates in school were targeted by men because she never discussed this topic with them.

Respondent never reported her attack to the police because the police do not protect anyone in Guatemala, much less women. For example, ten years ago, Respondent's aunt was killed and it took the police several hours to begin investigating the crime after it happened. The police investigated for only short while and never arrested anyone for her aunt's murder. In addition, in 2013, Respondent and her aunt and cousin were robbed on a bus in Guatemala City. The man grabbed Respondent's aunt by the neck, pointed a knife at her, and stole all of her personal belongings. No one on the bus intervened or called the police.

Respondent did not move to another area of Guatemala instead of coming to the United States because all of her family lives in either the United States or [REDACTED]. Respondent's sister and brother-in-law live in Sutun, a rural village about twenty minutes' walk from Respondent's home in [REDACTED]. She could not move in with her sister because she lives with her in-laws and the house is very small. In addition to her sister, Respondent also has three aunts and other extended family in Guatemala. She is not very close with her aunts and other extended family, so she could not live with any of them if she returned to Guatemala.

If Respondent returns to Guatemala, she is afraid that the gangs would rape, kidnap, or kill her. Violence against women in Guatemala has increased in recent years, which makes it especially difficult for Respondent to live safely in Guatemala. Four months ago, a woman was found raped and killed in [REDACTED]. Respondent is afraid that the same will happen to her, and she wants to stay in the United States because she feels safe here.

V. Documentary Evidence

Respondent provided an affidavit and supplemental affidavit about her past experiences in Guatemala. See Exhs. 3, Tab 6; 4, Tab 9. She also provided a psychological evaluation conducted by Dr. Daniel Schwarz and ample country conditions evidence about the mistreatment of females in Guatemala. See Exhs. 2, Tabs 2-4; 4, Tabs 10-11; 5, Tabs A-F; 6. The Court has reviewed all of these documents, but does not summarize the contents of the documents herein.

VI. Statement of the Law and Legal Analysis

A. Credibility and Corroboration

In considering Respondent's application, the Court must make a threshold determination of her credibility. INA §§ 208(b)(1)(B)(iii), 241(b)(3)(C) (2012). See Matter of O-D-, 21 I&N Dec. 1079 (BIA 1998); Matter of Vigil, 19 I&N Dec. 572 (BIA 1988); Matter of Pula, 19 I&N Dec. 467 (BIA 1987). The statutory amendments of the REAL ID Act, P.L. 109-13, 119 Stat. 231 (2005), apply in this case because Respondent's asylum application was made after May 11, 2005. See Matter of S-B-, 24 I&N Dec. 42 (BIA 2006).

The REAL ID Act under INA § 208(b)(1)(B)(iii) provides:

Considering the totality of the circumstances, and all relevant factors, a trier of fact may base a credibility determination on the demeanor, candor, or responsiveness of the applicant or witness, the inherent plausibility of the applicant's or witness's account, the consistency between the applicant's or witness's written and oral statements (whenever made and whether or not under oath, and considering the circumstances under which the statements were made), the internal consistency of each statement, the consistency of such statements with other evidence of the record (including the reports of the Department of State on country conditions), and any inaccuracies or falsehoods in such statements, without regard to whether an inconsistency, inaccuracy, or falsehood goes to the heart of the applicant's claim, or any other relevant factor. There is no presumption of credibility, however, if no adverse credibility determination is explicitly made, the applicant or witness shall have a rebuttable presumption of credibility on appeal.

The testimony of an applicant may, in some cases, be the only evidence available, and it can suffice where the testimony is believable, consistent, and sufficiently detailed, in light of general conditions in the home country, to provide a plausible and coherent account of the basis for the alleged fear. Matter of Dass, 20 I&N Dec. 120, 124 (BIA 1989); 8 C.F.R. § 1208.16(b) (2012). An overall credibility determination "does not necessarily rise or fall on each element of the witness's testimony, but rather is more properly decided on the cumulative effect of the entirety of all such elements." Jishivashvili v. Att'y Gen., 402 F.3d 386, 396 (3d Cir. 2005). An applicant may be given the "benefit of the doubt" if there is some ambiguity regarding an aspect of her asylum

claim. See Matter of Y-B-, 21 I&N Dec. 1136, 1139 (BIA 1998). In some cases, an applicant may be found to be credible even if he has trouble remembering specific facts. See, e.g., Matter of B-, 21 I&N Dec. 66, 70–71 (BIA 1995) (finding that an alien who has fled persecution may have trouble remembering exact dates when testifying, and such failure to provide precise dates may not be an indication of deception).

Where an alien's claim relies primarily on personal experiences not reasonably subject to verification, corroborating documentary evidence of the alien's particular experience is not essential. See Matter of S-M-J-, 21 I&N Dec. 722, 725 (BIA 1997). The body of evidence, including testimony, must be considered in its totality. Id. at 729. Where it is reasonable, however, to expect such corroborating evidence for certain alleged facts pertaining to the specifics of the claim, the alien should provide such evidence or explain why it was not provided. Id. See also Matter of M-D-, 21 I&N Dec. 1180 (BIA 1998). When an alien's testimony is weak or lacking in specific details, there is an even greater need for corroborative evidence. Y-B-, 21 I&N Dec. at 1139. When the Court requires corroborative evidence it must (1) identify the facts for which it is reasonable to expect corroboration, (2) inquire as to whether the applicant had provided information corroborating those facts, and, if not, (3) analyze whether the applicant had adequately explained her failure to do so. Abdulai v. Ashcroft, 239 F.3d 542, 554 (3d Cir. 2001). It is improper for an Immigration Judge to deny an alien notice and an opportunity to produce corroboration of her claims or an opportunity to explain her failure if he could not do so. Saravia v. Att'y Gen., 905 F.3d 729, 738 (3d Cir. 2018).

Having reviewed the record in its entirety, the Court finds Respondent credible. Respondent testified candidly about her past mistreatment in Guatemala, her demeanor was forthright, and she answered all questions posed by her attorney, DHS, and the Court. Respondent testified consistently with her affidavit and supplemental affidavit, as well as with the information she provided during her psychological evaluation. See Exhs. 3, Tab 6; 4, Tab 9; 5, Tab A. Additionally, her testimony is plausible in light of the country conditions evidence in the record, which details the pervasive violence facing women in Guatemala. See Exhs. 2, Tabs 2-4; 4, Tabs 10-11; 5, Tabs B-F; 6.

The Court also finds that Respondent adequately corroborated her claim. Respondent provided her psychological evaluation conducted by Dr. Daniel Schwarz, who confirms that Respondent exhibits symptoms consistent with the trauma she states she experienced. See Exh. 5, Tab A. In addition, the country conditions evidence in the record corroborates the fact that violence against women, including domestic violence, rape, and femicide, is widespread in Guatemala, thus lending support to Respondent's claimed instances of harm. See Exhs. 2, Tabs 2-4; 4, Tabs 10-11; 5, Tabs B-F; 6. Though Respondent provided sparse documentary evidence, this evidence is sufficient to corroborate her claim in conjunction with her credible, plausible, and detailed testimony. In addition, given that Respondent's claim is based on her own personal experiences, it is not reasonable to expect additional corroborating evidence of her claim, with the exception of perhaps a few statements of support from members of her family.

DHS ultimately did not raise any issues with Respondent's credibility or the corroboration of her claim. For this reason, and those noted above, the Court finds that Respondent is credible and that she adequately corroborated her claim. INA § 208(b)(1)(B)(iii).

B. Asylum

In an asylum adjudication, the applicant bears the burden of establishing statutory eligibility for relief. See INA § 208(b)(1)(B)(i); 8 C.F.R. § 1208.13(a); see also S-M-J, 21 I&N Dec. at 722; Matter of Acosta, 19 I&N Dec. 211, 215 (BIA 1985), modified on other grounds by Matter of Mogharrabi, 19 I&N Dec. 439, 446 (BIA 1987). To establish this eligibility, the applicant must demonstrate that she meets the definition of a refugee as defined in INA § 101(a)(42). INA § 208(b)(1)(A); 8 C.F.R. § 1208.13(a). Thus, the applicant must show that she either suffered past persecution or has a well-founded fear of persecution, and that this persecution is on account of the applicant's race, religion, nationality, membership in a particular social group, or political opinion. INA § 101(a)(42)(A). If eligibility is established, asylum may be granted in the exercise of discretion. INA § 208(b)(1)(A); INS v. Cardoza-Fonseca, 480 U.S. 421 (1987). Regardless, however, asylum may not be granted to any alien who falls under the exceptions of INA §§ 208(a)(2) and (b)(2).

Respondent claims that she experienced past persecution and has a well-founded fear of future persecution on account of her membership in the particular social groups, "Guatemalan women" and "Guatemalan women living in households without male relatives." Exh. 5A. For the reasons set forth below, the Court finds that Respondent has demonstrated a well-founded fear of persecution on account of a cognizable particular social group.

1. Timeliness of Application

As a threshold issue, an applicant must affirmatively prove by clear and convincing evidence that she filed her asylum application within one year of the date of her last arrival into the United States or April 1, 1997, whichever is later. INA § 208(a)(2)(B); 8 C.F.R. § 1208.4(a)(2). If the applicant filed after the one-year deadline, she must show, to the satisfaction of the Court that she qualifies for an exception to the filing deadline. Id. To qualify for an exception to the filing deadline, the applicant must demonstrate the existence of either (1) changed circumstances that materially affect her eligibility for asylum, or (2) extraordinary circumstances relating to the delay in filing an application within the filing time period. INA § 208(a)(2)(D); 8 C.F.R. § 1208.4(a)(4)-(5).

Respondent has not shown by clear and convincing evidence that she filed her asylum application within one year of her arrival. See INA § 208(a)(2)(B), (D). Respondent entered the United States on June 1, 2014, and filed her asylum application with USCIS on July 29, 2015. See Exhs. 1; 2, Tabs A. This is more than one year after Respondent's arrival in the United States, making her application untimely. However, Respondent argues, and DHS concedes, that extraordinary circumstances excuse her untimely filing because of a legal disability, *i.e.*, her status as an unaccompanied minor at the time of entry. See 8 C.F.R. § 1208.4(a)(5)(ii).² The Board of Immigration Appeals ("BIA" or the "Board") has conclusively determined that "the meaning of 'minor' in the context of a '[l]egal disability' . . . is a person less than eighteen years old." See

² Even though the one-year filing deadline is inapplicable to unaccompanied alien children, Respondent does not, nor has she ever, qualified as an unaccompanied alien child as statutorily defined in 6 U.S.C. § 279(g)(2)(C) because her parents are in the United States. See 6 U.S.C. § 279(g)(2)(C). Therefore, the one-year filing deadline applies in this case.

Anna Dai, A200 753 526 (BIA May 26, 2017). Respondent entered the United States when she was fifteen years old and filed her asylum application one year and one month later, when she was sixteen years old. See Exhs. 1; 2, Tab A. Given the young age at which Respondent entered the United States and filed her application, the Court agrees that extraordinary circumstances excuse her untimely filing. As such, the Court will consider her eligibility for asylum under INA § 101(a)(42).

2. Past Persecution

Respondent has not met her burden of proving that she merits asylum on the basis of past persecution. Persecution is “a threat to the life or freedom of, or the infliction of suffering or harm upon, those who differ in a way regarded as offensive.” Acosta, 19 I&N Dec. at 222; Li v. Att’y Gen., 400 F.3d 157, 164–68 (3d Cir. 2005). Persecution “encompasses a variety of forms of adverse treatment, including non-life threatening violence and physical abuse or non-physical forms of harm.” Matter of O-Z- & I-Z-, 22 I&N Dec. 23, 25–26 (BIA 1998). It does not include “all treatment that our society regards as unfair, unjust or even unlawful or unconstitutional.” Fatin v. INS, 12 F.3d 1233, 1240 (3d Cir. 1993). In addition, “[g]enerally harsh conditions shared by many other persons” have not been found to amount to persecution. Acosta, 19 I&N Dec. at 222; see also Matter of Sanchez and Escobar, 19 I&N Dec. 276 (BIA 1985) (finding that harm resulting from country-wide civil strife is not persecution on account of one of the five enumerated grounds). An isolated incident of physical abuse does not rise to the level of persecution. Voci v. Gonzales, 409 F.3d 607, 615 (3d Cir. 2005). However, multiple beatings combined with other harassment may constitute persecution. Id. at 614–15 (citing O-Z- & I-Z-, 22 I&N Dec. at 26 (holding that incidents of harm suffered by the alien may, in the aggregate, rise to the level of persecution)). Torture is harm sufficiently severe to constitute persecution. See Acosta, 19 I&N Dec. at 222; Li, 400 F.3d at 164–68.

Respondent experienced two discrete instances of mistreatment in Guatemala, neither of which, individually or cumulatively, rise to the level of past persecution. In April 2014, Respondent was accosted on the street by an unknown man whom Respondent believed intended to rape her. See Exh. 4, Tab 9. Then, later that same month, a group of men started catcalling Respondent on her way to and from school. See id. These incidents were certainly frightening for Respondent given that she was a young girl at the time. However, Respondent did not suffer any physical harm from either of these two incidents, or at any point during her fifteen-year residence in Guatemala. In fact, the incident where Respondent was accosted lasted very briefly and ended before the perpetrator had the chance to physically or sexually abuse Respondent. Therefore, given that Respondent experienced two isolated incidents of mistreatment without any concomitant physical harm, the Court does not find that Respondent experienced past persecution in Guatemala under the Third Circuit Court of Appeals’ (“Third Circuit”) stringent standard. See Kibinda v. Att’y Gen., 477 F.3d 113, 120 (3d Cir. 2007) (holding that a five-day detention and beating that required stitches and left a scar were not “severe enough to constitute persecution under our stringent standard”).

The Court recognizes that Respondent was a minor at the time of her past mistreatment in Guatemala. Several circuit courts have recognized that age can be a critical factor in determining whether the harm an individual suffered constitutes past persecution. See Hernandez-Ortiz v.

Gonzales, 496 F.3d 1042, 1045 (9th Cir. 2007); Jorge-Tzoc v. Gonzalez, 435 F.3d 146, 150 (2d Cir. 2006); Liu v. Ashcroft, 380 F.3d 307, 314 (7th Cir. 2004); Abay v. Ashcroft, 368 F.3d 634, 640 (6th Cir. 2004). This is because the harm a child fears or has suffered may be relatively less than that of an adult and still constitute persecution. Liu, 380 F.3d at 314. Even under this heightened standard, the Court does not find that Respondent experienced past persecution in Guatemala. Respondent's psychological evaluation states that she meets the diagnostic criteria for Upbringing Away from Parents and Acculturation Difficulty, both of which stem from her upbringing and environment in Guatemala and the United States. Exh. 5, Tab A. The Court is sympathetic to the difficulties Respondent experienced as a child growing up without her parents and in her transition to the United States. Nonetheless, without evidence of some type of physical harm or lasting psychological trauma, the Court cannot find that Respondent's past experiences constitute harm rising to the level of past persecution, even when viewing those experiences through the lens of a minor.

3. Well-Founded Fear of Future Persecution

If an applicant has not demonstrated past persecution, she may still establish that she has an independent well-founded fear of future persecution on account of a statutory ground committed by the government or by forces that the government is unable or unwilling to control. See Gao v. Ashcroft, 299 F.3d 266, 272 (3d Cir. 2002). An asylum applicant may demonstrate an independent well-founded fear of future persecution by showing that she has a genuine fear, and that a reasonable person in her circumstances would fear persecution if returned to her country of origin. Id. at 272. An applicant satisfies the subjective prong of this test by testifying credibly regarding her fear. Lie v. Ashcroft, 396 F.3d 530, 536 (3d Cir. 2005). An applicant satisfies the objective prong of this test by demonstrating that she would be individually singled out for persecution or by demonstrating that "there is a pattern or practice in his or her country of nationality . . . of persecution of a group of persons similarly situated to the applicant on account of race, religion, nationality, membership in a particular social group, or political opinion . . ." 8 C.F.R. § 208.13(b)(2)(iii)(A); see also Lie, 396 F.3d at 536. Significantly, an applicant cannot have a well-founded fear of future persecution if she could avoid persecution by relocating to another part of her country of origin, if under all circumstances it would be reasonable to expect the applicant to do so. 8 C.F.R. § 1208.13(b)(2)(ii).

a. Persecution

Respondent has not demonstrated that she suffered past persecution. As such, she is not entitled to a rebuttable presumption that she has a well-founded fear of future persecution. Respondent satisfies the subjective prong of the well-founded fear test because she credibly testified regarding her fear of harm in Guatemala. For the reasons discussed below, Respondent also satisfies the objective prong of the well-founded fear test given the pattern and practice of violence against women in Guatemala.

i. Objectively Reasonable Fear

Respondent has met her burden of proving that she merits asylum on the basis of an objectively reasonable well-founded fear of future persecution. To demonstrate an objectively

reasonable fear, there must be a “reasonable possibility,” but not a certainty, that the applicant will suffer persecution. Cardoza-Fonseca, 480 U.S. at 430; 8 C.F.R. §1208.13(b)(2). “Reasonable” means a one-in-ten chance of suffering persecution, not a ninety or fifty percent chance of suffering persecution. See Cardoza-Fonseca, 480 U.S. at 421; 8 C.F.R. § 1208.13(b)(2). Therefore, to support a claim based on a well-founded fear of future persecution, the applicant must “provide some objective, credible evidence, direct or circumstantial, that her fear is reasonable” and demonstrate an objectively reasonable possibility of persecution. Cardoza-Fonseca, 480 U.S. at 421; Zubeda v. Ashcroft, 333 F.3d 463, 476 (3d Cir. 2003).

Although Respondent cannot demonstrate that she would be singled out for persecution upon her return to Guatemala, the Court finds that her fear of future persecution is objectively reasonable given the pattern and practice of violence against women in Guatemala as documented by the country conditions evidence in the record. See Lie, 396 F.3d at 537 (explaining that pattern and practice requires proof of persecution that is “systemic, pervasive, or organized”). Persistent stereotypes and biases regarding the status of women in Guatemala has contributed to a society in which women face brutal forms of violence because of their gender. Exh. 4, Tab 11. Such violence takes on many forms, such as “life-threatening and degrading” forms of domestic violence, sexual assault, and rape, and is carried out by various actors within Guatemalan society, such as romantic partners, criminal groups, and the police. Exh. 2, Tab 3. Documented cases of domestic violence have involved rape and physical beatings with baseball bats and other weapons. Id., Tab 2. Much of the violence against women is carried out in the home or by armed criminal groups that exert complete control over the communities in which women live. Id. The gangs, for example, use violence against women as a way to initiate new male members and as a way to punish women for refusing to join the gang. Id. Women who refuse to join a gang are threatened, raped, tortured, and killed. Id. Consequently, in order to avoid physical harm by the gangs, women routinely barricade themselves and their children inside their home, which requires them to give up school and work and go into hiding. Id. While this tactic may offer protection from criminal groups, it does not, as noted by the country conditions, offer a solution for those women who experience violence from “criminal armed groups alongside repeated physical and sexual violence at home,” as is common in Guatemala. Id.

The high rate of crime against women illustrates that violence against women is a serious, growing, and pervasive problem in Guatemala that spans all demographics of women. Forty-five percent of Guatemalan women have suffered from some form of violence in their lifetimes, and many more have witnessed violence against female relatives. Exh. 5, Tab F. Guatemala has the third highest rate of femicide in the world, with the majority of those killings also involving sexual assault, torture, and mutilation. Exh. 4, Tab 11. 748 women were murdered in 2013, which equates to an average of two murders of women per day. Id. In addition, the Public Ministry reported 11,449 cases of sexual or physical assault against women in 2015, and 29,128 complaints of domestic violence in only the first eight months of 2015. Exh. 5, Tab C. Furthermore, as of September 8, the PNC reported at least forty-eight investigations against PNC officials for violence and discrimination against women. Unmarked Exh. 7 at 17. In light of such violence against women, the Guatemalan government established a 24-hour court in Guatemala City to offer services related to violence against women, including sexual assault, exploitation, and trafficking of women and girls. Id. at 16. The judiciary also created special courts in certain departments to handle cases involving violence against women, and Guatemala’s Public Ministry established a

special prosecutor for femicide. Id. It is reasonable to infer that the existence of these tools for addressing the unique problem of violence against women is a reflection of the pervasiveness of that societal problem in Guatemala. Despite these initiatives, however, the PNC often fails to respond to requests for assistance related to domestic violence, and the government fails to enforce the laws against femicide, rape, and domestic abuse effectively, leading to pervasive impunity for violence against women. Id.

The foregoing evidence reflects the pervasiveness of the danger facing women in Guatemala. Such danger ranges from single incidents which constitute persecution, such as rape, Matter of D-V-, 21 I&N Dec. 77 (BIA 1993), and violent assaults Voci, 409 F.3d at 607; Stanojkova v. Holder, 645 F.3d 943, to the accrual of incidents over time where the aggregate harm rises to the severity of persecution. O-Z- & I-Z-, 22 I&N Dec. at 26. In these circumstances, the fact of pervasive or systemic persecution of women in Guatemala constitutes a well-founded fear of persecution. The documentation in the record paints a stark picture of Guatemala, far from the glossy brochures for ecotourism. DHS has chosen to rely on the argument that Respondent has not met her burden of proof in establishing statutory eligibility for asylum, either because she failed present a cognizable social group, a nexus to a protected ground, conduct the government is unable or unwilling to control, or an inability to internally relocate. What DHS has not done, however, is provide the Court with a counterfactual narrative of the conditions in Guatemala. DHS has not presented any evidence to refute the depiction of Guatemala as a country rife with danger for women merely because they are women, thus constraining the evidence the Court is able to consider.

Respondent's personal experiences align with the reality facing thousands of women in Guatemala. As she got older, Respondent noticed that she was attracting the attention of unknown men on the street, whom she believed belonged to a gang or other criminal group. Exh. 4, Tab 9. Respondent was watched and street harassed by groups of men and on one occasion, was accosted by an unknown man who had tattoos. Id. Respondent believed that the man intended to rape her, perhaps with the help of some of his fellow gang members, and struggled to escape from the man's grasp. Id. Respondent eventually escaped from the man, ran home, and, that night, made arrangements with her parents to leave Guatemala. Id. Growing up, Respondent knew of several women in her community who had disappeared or been murdered, causing Respondent to live in fear that the same would happen to her. More recently, Respondent learned from her sister that a woman's body was found raped and beaten on the street in their hometown of Cubulco, thus showing that even a small town like Cubulco has its share of brutal violence. Respondent testified that she does not trust the police to protect her given that her aunt's murder is still unsolved today, ten years after it happened, due in large part to police inaction and disinterest. From all of this evidence, it is clear that there is a pervasive and indiscriminate practice of harming women in Guatemala on the basis of their gender, and that such practices are able to persist due to police and government indifference towards gender-based violence. As such, the Court finds that Respondent has met her burden in proving there is at least a one in ten chance that she—as a female—would be harmed if she returned to Guatemala.

ii. Internal Relocation

Respondent must also demonstrate that she could not avoid persecution by relocating within Guatemala. In Matter of A-B-, the Attorney General reiterated that Immigration Judges must determine, consistent with the regulations, whether internal relocation in the alien's home country presents a reasonable alternative before granting asylum. 27 I&N Dec. 316 (A.G. 2018). Applying this rule in the context of an asylum claim based on private criminal activity, the Attorney General reasoned that "when the applicant has suffered personal harm at the hands of only a few specific individuals, internal relocation would seem more reasonable than if the applicant were persecuted, broadly, by her country's government." Id. at 345. This statement fails to address this Court's obligation to consider the reasonableness of internal relocation in light of several factors, including, but not limited to, "other serious harm in the place of suggested relocation; any ongoing civil strife within the country; administrative, economic, or judicial infrastructure; geographical limitations; and social and cultural constraints, such as age, gender, health, and social and familial ties." 8 C.F.R. § 1208.13(b)(3). Thus, even though Respondent suffered past harm at the hands of "only a few specific individuals," the Court will adhere to its obligation to analyze her ability to relocate in light of the regulatory factors noted in 8 C.F.R. § 1208.13(b)(3).

Under the regulatory framework, the Court finds that Respondent could not avoid persecution by relocating within Guatemala due to the pattern and practice of violence against women throughout Guatemala. As noted above, women face staggering rates of violence in the form of domestic violence, sexual assault, rape, and femicide by various actors throughout Guatemala, which necessarily eliminates the possibility of internal relocation to avoid harm. See Exh. 4, Tab 11. In addition, social and cultural constraints make internal relocation unreasonable in Respondent's case. Respondent's parents live in the United States and, aside from a few distant relatives, she has little familial ties outside of her hometown of Cubulco. Moreover, Respondent testified that she lived in Cubulco for her entire life and rarely traveled to other areas of Guatemala. Given Respondent's lack of social and family ties, it is unreasonable to expect Respondent, a young girl of twenty years old, to relocate to another area of Guatemala on her own. As such, internal relocation is not a viable option, and Respondent has met her burden in establishing a well-founded fear of future persecution.

b. Membership in a Particular Social Group

Respondent must also establish that her future persecution would be inflicted on account of her membership in a particular social group. A particular social group is defined as a group of individuals who share a common, immutable characteristic that cannot be changed or that they should not be required to change because it is fundamental to their individual identities or consciences. Acosta, 19 I&N Dec. at 211; Fatin, 12 F.3d at 1233. Immutable characteristics include innate characteristics such as "sex, color, or kinship ties" or shared past experiences. Acosta, 19 I&N Dec. at 233. Although past experience is an immutable characteristic, a social group "must exist independently of the persecution suffered" and "must have existed before the persecution began." Lukwago v. Ashcroft, 329 F.3d 157, 172 (3d Cir. 2003).

Additionally, the Board has held that a social group must be defined with particularity. Matter of W-G-R-, 26 I&N Dec. 208, 214 (BIA 2014); Matter of A-M-E- & J-G-U-, 24 I&N Dec. 69, 76 (BIA 2007). Particularity entails that the group have “discrete and definable boundaries” and not be too broad or amorphous. See Matter of M-E-V-G-, 26 I&N Dec. 227, 239 (BIA 2014). Further, a social group must be “socially distinct” within the society in question such that people with shared, immutable characteristics are recognized or perceived as a particular group. W-G-R-, 26 I&N Dec. at 212–13; M-E-V-G-, 26 I&N Dec. at 237 (citing Matter of C-A-, 23 I&N Dec. 951, 956–57 (BIA 2014)). Notably, a group’s limiting characteristics or boundaries must exist independently of persecution, and social distinction may not be determined solely by the perception of an applicant’s persecutors. W-G-R-, 26 I&N Dec. at 218. However, persecutors’ perceptions may be relevant because it is indicative of whether society views a group as distinct and in cases involving imputed grounds, where one may mistakenly be believed to belong to a particular social group. M-E-V-G-, 26 I&N Dec. at 243 (citations omitted).

The Board has repeatedly held that the determination of whether a particular social group is cognizable is a fact-based inquiry that must be made on a case-by-case basis. See Matter of W-Y-C & H-O-B-, 27 I&N Dec. 189 (BIA 2018); M-E-V-G-, 26 I&N Dec. at 243; W-G-R-, 26 I&N Dec. at 218. The Circuit Courts of Appeals have similarly held that factual findings underlie the analysis of a group’s cognizability, particularly social distinction. See e.g., Hernandez-De La Cruz v. Lynch, 819 F.3d 784, 787 (5th Cir. 2016); Sanchez-Robles v. Lynch, 808 F.3d 688, 691 (6th Cir. 2015). Recently, the Attorney General in A-B- adhered to the fact-based inquiry for particular social groups by reinforcing that respondents must articulate the exact delineation of any proposed social group on the record so that the immigration judge can engage in the necessary factual and legal findings. 27 I&N Dec. at 344.

As her primary claim, Respondent asserts that she is entitled to asylum on the basis of her membership in the particular social group, “Guatemalan woman.” Exh. 5A. For the reasons set forth below, the Court finds that this social group is immutable, particular, and socially distinct under the specific facts of Respondent’s case.

i. Immutable

Respondent’s social group is immutable because it consists of two innate characteristics that are fundamental to an individual’s identity. Acosta, 19 I&N Dec. at 233; See also, A-B-, 27 I&N Dec. at 320 (reaffirming the common immutable characteristic standard set forth in Acosta). “Guatemalan” and “women,” or nationality and gender, are prototypical examples of immutable characteristics because one cannot change, or should not be required to change one’s nationality and gender. Acosta, 19 I&N Dec. at 233; Fatin, 12 F.3d at 1233. Moreover, in Acosta, the Board specifically concluded that “sex” is a “shared characteristic” on which particular social group membership can be based. See Acosta, 19 I&N Dec. at 233. Therefore, analyzing Respondent’s two traits together, the Court finds that “Guatemalan women” describes immutable characteristics.

ii. Particular

Respondent’s articulated group is also sufficiently particular. The particularity analysis focuses on whether the terms defining the group are sufficiently objective to establish a group with

“discrete and definable boundaries.” See M-E-V-G-, 26 I&N Dec. at 239; Matter of W-Y-C- & H-O-B-, 27 I&N Dec. at 189. These defining characteristics will provide a clear benchmark for determining who falls within a group and who does not. M-E-V-G-, 26 I&N Dec. at 239. A group that is “amorphous, overbroad, diffuse, or subjective,” shall not fulfill these requirements. Id. Here, the terms that define Respondent’s group are clear and precise, as gender and nationality both have commonly understood meanings that are unlikely to change when defined by different persons. See Matter of A-M-E- & J-G-U-, 24 I&N Dec. 69, 76 (BIA 2007) (finding that the particular social group defined by “affluent Guatemalans” was not particular because “affluence is simply too subjective, inchoate, and variable.”). Accordingly, Respondent’s group is not amorphous because its defining terms provide an adequate benchmark, gender, for determining group membership. Id. Thus, the boundaries of the group are identifiable: women in Guatemala are members, while men are not.

The Court recognizes that Respondent’s social group is large; however, the size of a group does not necessarily preclude a particularity finding. The Board has routinely upheld large social groups despite its recognition that size is a factor that should be considered in the analysis. In S-E-G-, the Board stated that “while size of the group may be an important factor in determining whether the group can be so recognized, the key question is whether the proposed definition is sufficiently particular or is too amorphous . . . to create a benchmark for determining group membership.” 24 I&N Dec. 579, 584 (BIA 2008). This affirms the reasoning in Matter of H-, in which the Board found that Somali clans constitute a particular social group, despite the fact that some number in the millions. 21 I&N Dec. 337 (BIA 1996); see also Mohammed v. Gonzalez, 400 F.3d 785 (9th Cir. 2005) (finding a group comprised of “Somali females” to be a cognizable social group given the widespread practice of female genital mutilation); Cece v. Holder, 733 F.3d 662, 674–75 (7th Cir. 2011) and Perdomo v. Holder, 611 F.3d 662, 669 (9th Cir. 2005) (rejecting the notion that a group can be too large to be a particular social group). Similarly, the Board has repeatedly upheld particular social groups based on sexual orientation as cognizable, even though such groups are sizeable. Matter of Toboso-Alfonso, 20 I&N Dec. 819, 822–23 (BIA 1990) (recognizing “homosexuals . . . in Cuba” as members of a particular social group); W-G-R-, 26 I&N Dec. at 219 (affirming “homosexuals in Cuba” as a particular social group because, in part, it is defined with particularity). In these cases, and as explained by S-E-G-, the “key question” is not the group’s size, but whether the definition provides an adequate benchmark for determining who is a member and who is not based on the record at hand. The dispositive factor in Matter of H- was the shared kinship and linguistic attributes of clan members. 21 I&N Dec. at 343. In Respondent’s case, the benchmark determinant is a combination of nationality and gender.

The Court’s analysis of sizeable and diverse groups is consistent with the Attorney General’s decision in A-B-, which contains several statements, in dicta, cautioning against such groups. A-B- surmises that social groups composed of “broad swaths of society” are likely insufficiently particular, as they may be “too diffuse to be recognized as a particular social group.” A-B-, 27 I&N at 335 (citing Constanza v. Holder, 647 F3d. 749, 754 (8th Cir. 2011)). For example, a group composed of “victims of gang violence” may not be particular because members “often come from all segments of society, and they possess no distinguishing characteristic or concrete trait that would readily identify them as members of such a group. A-B-, 27 I&N at 335. This echoes the Board’s decision in W-G-R-, which struck down a social group based on former gang membership because the respondent had not established that Salvadoran society would

“generally agree on who is included” in the group. 26 I&N Dec. at 221 (finding the proposed group lacked particularity “because it is too diffuse, as well as being too broad and subjective” as it “could include persons of any age, sex, or background”). However, the shortcomings considered in A-B- and W-G-R- are not present in this case because Respondent’s group possesses an objective, distinguishing characteristic: gender. As explained below, and as evidenced by the facts on the record, this characteristic enables Guatemalan society to readily identify group members, despite the presence of other diverse characteristics. Moreover, A-B-, reiterates the necessity for a fact-based, case-by-case inquiry in the social group analysis, a mandate which cannot be squared with a broad prohibition against large, diverse social groups. A-B-, 27 I&N at 344; W-Y-C- & H-O-B-, 27 I&N at 189. In this case, and on this record, the facts demonstrate that Respondent’s social group exists in Guatemala and is consistent with the requirements of M-E-V-G- and W-G-R-.

Importantly, the Court notes as a final point that none of the other protected grounds in INA § 101(a)(42) are limited by size or prohibit diverse membership. A nation may host millions of members of a particular religion, yet these individuals are not precluded from asylum if persecuted. Likewise, religious groups are composed of individuals with a wide variety of characteristics and experiences. Each protected ground is bounded by an immutable characteristic. See Acosta, 19 I&N Dec. at 233. Thus, it follows that a proposed social group that establishes clear boundaries by way of its immutable characteristics is cognizable under the Act regardless of its size or internal diversity. Accordingly, Respondent’s proposed social group “Guatemalan women” meets the particularly requirement.

iii. Socially Distinct

Finally, Respondent’s proposed social group is socially distinct. In M-E-V-G-, the Board explained that “[a] viable particular social group should be perceived within the given society as a sufficiently distinct group,” and that “[t]he members of a particular social group will generally understand their own affiliation with the grouping, as will other people in the particular society.” 26 I&N Dec. 227, 238; see also W-G-R-, 26 I&N Dec. at 217 (stating that “social distinction exists where the relevant society perceives, considers, or recognizes the group as a distinct social group”). Through Respondent’s testimony and documentary evidence, she has established that Guatemalan society perceives women as sufficiently distinct from society as a whole to qualify as a particular social group.

As noted above, violence against women is one of the principal human rights abuses in Guatemala today. Exh. 5, Tab B at 1. The U.N. Human Rights Committee and the Committee on the Elimination of Discrimination Against Women have repeatedly expressed concern at the “persistence of very high levels of violence against women” in Guatemala. Exh. 4, Tab 11. Forty-five percent of women in Guatemala have suffered some form of violence in their lifetime, and many more have witnessed violence against a female relative. Exh. 5, Tab 7. Violence from criminal armed groups often occur alongside repeated physical and sexual violence at home, which includes life-threatening and degrading forms of domestic violence. Exh. 2, Tab 2. Women who come into contact with gangs are subject to threats, kidnapping, extortion, rape, sexual assault, and murder and as a result, increasing numbers of women and girls are fleeing Guatemala. Exhs. 2, Tab 2; 4, Tab 11. As one Guatemalan woman noted: “The gangs treat women much worse than

men. They want us to join as members, but then women are also threatened to be gang members 'girlfriends' and are raped, tortured, and abused" if they refuse. Exh. 2, Tab 2. This quote highlights the discord between the treatment of men and women and shows how Respondent's social group is distinct in Guatemalan society. It also shows how a group comprised of "Guatemalan women" is different from other social groups defined by vulnerability to harm, such as those who resist gang recruitment and who face violence from only a discrete segment of the population.

Recently, the Guatemalan government has recognized that Guatemalan women require special protection, as their law enforcement needs are different than other victims. The government enacted a femicide law in 2008, which criminalized gender motivated violence. Exh. 4, Tab 11. It also established a special prosecutor and court for female crime victims, as well as a 24-hour court in Guatemala City to offer services related to violence against women, including sexual assault, exploitation, and trafficking of women and girls. Exhs. 5, Tab B at 17; Unmarked Exh. 7 at 17. These reforms illustrate how the abuse of women is tied to circumstances that only women suffer. However, despite these reforms, violence against women remains a serious problem, in part because both the general public and state actors continue to view it as normal. Exh. 4, Tab 11. The public fails to view violence against women as unusual due to its decades-long acceptance. *Id.* Similarly, its normalization has created a lack of political will towards investigating and prosecuting gender-motivated crimes. *Id.* In an effort to change these views, the U.N. Human Rights Committee recently recommended that Guatemalan schools include women's rights and protection of women from violence in its curricula. Exh. 4, Tab 11. This reluctance to protect women, despite efforts by state and international organizations, further demonstrates how women are viewed as a separate, subordinate group within Guatemala.

The Court emphasizes that Respondent's articulated social group is perceived by Guatemalan society independently from any group member's experienced persecution. Thus, Respondent's articulated group is neither defined solely by the persecutor's perception nor by its persecution, despite the Court's discussion of violence against women in its analysis. See M-E-V-G-, 26 I&N Dec. at 242 (cautioning that the persecutors' perception is not itself enough to make a group socially distinct); A-B-, 27 I&N Dec. at 317 (holding that the social group must "exist[s] independently of the alleged underlying harm"); Lukwago v. Ashcroft, 329 F.3d at 172. Here, recognizing the nation-wide epidemic of violence against women informs the recognition of Respondent's social group as opposed to creating it. In other words, the persecution faced by women may act as the catalyst that causes Guatemalan society to meaningfully distinguish the group, but the defining immutable characteristic exists independently of that persecution. M-E-V-G-, 26 I&N Dec. at 243; see also W-G-R-, 26 I&N at 237 (clarifying that persecutor's perceptions may be relevant because it is indicative of whether society views the group as distinct). As such, Respondent has shown that Guatemalan women are "set apart, or distinct, from other persons within [Guatemala] in some significant way." M-E-V-G-, 26 I&N Dec. at 238. Therefore, Respondent's articulated social group meets the requirements for social distinction and is cognizable under the Act.³

³ Because the Court finds that "Guatemalan women" is a cognizable particular social group, the Court need not address the cognizability of Respondent's alternative social group, "Guatemalan women living in households without male relatives."

c. Nexus

In addition to establishing a cognizable particular social group, Respondent must also show that the harm she fears would be inflicted on account of her membership in that social group. 8 C.F.R. § 1208.13(b)(1). To demonstrate a nexus to a protected ground, an applicant need not show that she would be persecuted exclusively on account of the protected ground, but that the protected ground would be “one central reason” for the feared persecution, not just an “‘incidental, tangential, or superficial’ reason for persecution.” Ndayshimiye v. Atty’s Gen., 557 F.3d 124, 130 (3d Cir. 2009); Matter of J-B-N- & S-M-, 24 I&N Dec. 208, 212–13 (BIA 2007). The Third Circuit has stressed that the proper standard is “one central reason” and not “the central reason.” See Ndayshimiye, 557 at 129–31 (finding that the BIA’s decision in J-B-N- & S-M- is not entitled to Chevron deference to the extent that it suggests a hierarchy of motives). The question of a persecutor’s motive will involve a particularized evaluation of the specific facts and evidence in an individual claim. See L-E-A-, 27 I&N Dec. at 44 (citing Matter of N-M-, 25 I&N Dec. 526, 530 (BIA 2011)).⁴ In making this determination, the Court can consider both direct and circumstantial evidence of a persecutor’s motive, and may make reasonable inferences based on the evidence in the record. L-E-A-, 27 I&N Dec. at 44.

Here, in drawing all reasonable inferences based on the evidence in the record, the Court finds that Respondent’s status as a “Guatemalan woman” would be “one central reason” for her feared persecution. Respondent testified that women in Guatemala are targeted for harm simply because of their gender, an assertion which receives support from Respondent’s own experiences. Respondent testified that she did not know or have any prior experiences with the man who accosted her or the men who catcalled her on the street. Given that she had no prior connection to these men, it is reasonable to infer that some other overt characteristic caused the men to take an interest in Respondent, such as her gender. Various anecdotal stories provided in the country conditions evidence confirm that women are targeted at such high rates in Guatemala because of their gender, which, according to Guatemalan society, makes them inferior and subservient to men. Exh. 2, Tab 2. While gangs or other actors may have mixed motives for harming women, these motives do not change the fact that women are specifically targeted for harm based on how gangs, and Guatemalan society as whole, view women and their worth in Guatemalan society. In this environment, Respondent’s status as a “Guatemalan woman” would be “one central reason” for her feared persecution.

d. Government Unable or Unwilling to Control

Respondent also must demonstrate that her well-founded fear of future persecution would be committed by the Guatemalan government, or by forces the government is unable or unwilling to control.⁵ See Gao, 299 F.3d at 272. Here, the evidence in the record demonstrates that the

⁴ The Court is aware that the Attorney General stayed L-E-A- on December 3, 2018. See 27 I&N Dec. 494 (A.G. 2018). Nonetheless, the Court considers L-E-A- as persuasive authority in its analysis of the statutory nexus requirement in this case.

⁵ The Attorney General in A-B- reaffirmed the “unable or unwilling to control” standard set forth in Gao, but also held that an asylum applicant must show that the government “condoned” the private actors or at least “demonstrated a complete helplessness to protect the victims,” citing to a case from the Seventh Circuit Court of Appeals (“Seventh Circuit”). 27 I&N Dec. at 337 (citing Galina v. INS, 213 F.3d 955, 958 (7th Cir. 2000)). Thus, the Attorney General sets forth three different standards: “unable or unwilling to control,” “condoned,” and “complete helplessness.” A-B-

Guatemalan government is both unable and unwilling to control violence against women, especially and including gang violence against women. Deeply-entrenched biases regarding the status of women in Guatemala have resulted in wide acceptance of violence against women, including by the police and judiciary. Exh. 4, Tab 11. Some officials, including judges and police officers, have refused to investigate crimes against women due to the appearance or attire of the victim. *Id.* As of September 8, the PNC reported forty-eight open investigations against officers for violence or discrimination against women or children. Unmarked Exh. 7 at 17. Despite the strides made by the International Commission against Impunity in Guatemala (“CICIG”), an organization responsible for investigating and prosecuting corrupt officials and narco-interests, President Morales recently announced he would not renew the organization’s mandate, a move viewed by the UN and the Guatemalan Constitutional court as condonation of the violence in Guatemala. *Id.* at 1.

Compounding these problems is the fact that the PNC is understaffed, underfunded, and inadequately trained on how to investigate crimes against women. Exh. 2, Tab 3. For example, support for victims of sexual assault is lacking outside of major cities, and arrest and prosecution of assailants in sexual assault cases is difficult without private legal assistance. *Id.* The result of the biases against women and the inadequacy of the state institutions in Guatemala is virtual impunity for gender-based crimes. *Id.* Guatemala has the third highest rate of femicide in the world, with a conviction rate of only one to two percent. Exh. 4, Tab 11. Between 2012 and April 2016, the judicial system handed down 391 sentences for femicide, but in the same period, the National Institute of Forensic Sciences performed 2,512 autopsies on women who died violently. Exh. 5, Tab 6. Moreover, in the first ten months of 2015, there were 11,449 complaints of physical or sexual assault and 29,128 reports of domestic violence, yet there were only 527 and 141 convictions for those crimes, respectively. *Id.* In light of this evidence, it is clear that the Guatemalan government is unable and unwilling to control violence against women. Therefore, Respondent has established a well-founded fear of future persecution by an actor the Guatemalan government is unable and unwilling to control.

e. Discretion

An applicant who establishes statutory eligibility for asylum still bears the burden of demonstrating that she merits a grant of asylum as a matter of discretion. *See* INA § 208(b)(1)(A).

, 27 I&N Dec. at 337. This conflicting language leaves the Court with questions as to what standard to apply when adjudicating asylum applications. To resolve this issue, the Court has reviewed relevant Board and Third Circuit precedent. In *O-Z- & I-Z-*, which remains controlling Board precedent, the Board paired the term “unable and unwilling to control” with the term “condoned,” indicating to the Court that the two terms are the same, legally, for purposes of an asylum analysis. 299 F.3d at 26. Moreover, it is clear from a review of Third Circuit case law that “unable or unwilling to control” is the governing standard in the Third Circuit. *See e.g., Gao*, 299 F.3d at 272. The Court could not find a Board or Third Circuit case that uses or interprets the term “complete helplessness” as used by the Attorney General in *A-B-* and the Seventh Circuit in *Galina*. Absent such controlling case law, the Court chooses to apply the “unable or unwilling to control” standard when analyzing Respondent’s asylum claim. This interpretation is consistent with the D.C. District Court’s recent decision in *Grace v. Whitaker*, 344 F.Supp.3d 96, 130 (D.D.C. 2018) (“The “unwilling or unable” persecution standard was settled at the time the Refugee Act was codified, and therefore the Attorney General’s “condoned” or “complete helplessness” standard is not a permissible construction of the persecution requirement.”).

In determining whether a favorable exercise of discretion is warranted, both favorable and adverse factors should be considered, Pula, 19 I&N Dec. at 473, including adverse factors such as “the circumvention of orderly refugee procedures,” A-B-, 27 I&N Dec. at 345 n.12, and humanitarian factors, such as age, health, and family ties. Matter of H-, 21 I&N Dec. at 348. The danger of persecution should outweigh all but the most egregious adverse factors. Pula 19 I&N Dec. at 473.

Here, the only adverse factor present in Respondent’s case is her entry into the United States without inspection. This one factor is not so egregious as to warrant a denial of Respondent’s asylum claim when compared with the numerous favorable factors present in her case. Respondent has lived in the United States for over four years and resides in Philadelphia with her parents. She graduated from Northeast High School in June 2018 and hopes to attend college to study nursing in the future. See Exh. 4, Tab 9. Respondent has not had any criminal contacts in the United States and faces an articulable risk of harm if she is returned to Guatemala. For these reasons, the Court finds that Respondent’s case merits a favorable exercise of discretion.

C. Withholding of Removal and Withholding of Removal under the CAT

As the Court grants Respondent asylum under INA § 208, the Court does not reach her application for withholding of removal pursuant to INA § 241(b)(3) or her request for protection under the CAT.

VII. Conclusion

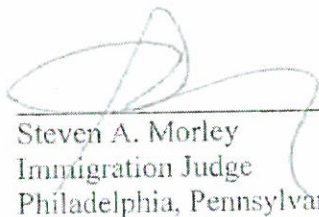
Respondent has demonstrated a well-founded fear of future persecution on her account of her membership in the particular social group, “Guatemalan women.” Respondent has also demonstrated that she merits asylum as a matter of discretion. Therefore, the Court grants Respondent asylum pursuant to INA § 208.

Accordingly, the Court enters the following order:

ORDER

ORDER: IT IS HEREBY ORDERED that Respondent [REDACTED]’s application for asylum pursuant to section 208 of the Act be GRANTED.

May 15, 2019
Date



Steven A. Morley
Immigration Judge
Philadelphia, Pennsylvania