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USAID/GUATEMALA GENDER ASSESSMENT FINAL REPORT SEPTEMBER 2018

Contract No.: AID-OAA-TO-17-00018

September 14, 2018

This publication was produced for review by the United States Agency for International Development. It was prepared by Banyan Global.

This publication was produced for the United States Agency for International Development (USAID), Contract Number AID-OAA-TO-17-00018. It was prepared by Banyan Global under the authorship of Ana Landa Ugarte, Elizabeth Salazar, Magali Quintana, and Raul Molina Herrera, under the coordination of Victoria Rames, Banyan Global Chief of Party, for the USAID Gender Integration Technical Assistance (GITA) Task Order.

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Disclaimer: The authors' views expressed in this publication do not necessarily reflect those of the United States Agency for International Development or the United States government.

Recommended Citation: Landa Ugarte, Ana; Salazar, Elizabeth; Quintana, Magaly; Herrera, Molina Raul. USAID/Guatemala Gender Assessment Report. Prepared by Banyan Global, 2018.

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FINAL REPORT

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ACRONYMS

ACOFOP	Asociación de Comunidades Forestales de Petén
ADS	Automated Directives System
AECID	Agencia Española de Cooperación Internacional para el Desarrollo/ Spanish Agency for International Development Cooperation
AGAAI	Guatemalan Association of Mayors and Indigenous Authorities
ALA	Asociación La Alianza/ The Alliance Association
ALIANMISAR	Alianza Nacional de Organizaciones de Mujeres Indígenas por la Salud Reproductiva
ANAM	Asociación Nacional de Municipalidades/National Association of Municipalities
AMUTED	Asociación Mujer Tejedora Del Desarrollo/ Women's Weavers Association of Development
AOR	Agreement Officer Representative
CAIMUS	Centers for Comprehensive Care of Violence Against Women
CARSI	Central America Regional Security Initiative
CDCS	Country Development Cooperation Strategy
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CEO	Creating Economic Opportunities Project
CICAM	Centro de Investigación Capacitación y Apoyo a la Mujer
CIDH	Comisión Interamericana de los Derechos Humanos/Inter-American Commission on Human Rights
CNCG	Climate, Nature and Communities in Guatemala
COCODES	Consejos Comunitarios de Desarrollo/Community Development Councils
COCOSAN	Comisiones Comunitarias de Seguridad Alimentaria y Nutricional/ Community Commissions on Food and Nutrition Security
COMUDES	Consejos Municipales de Desarrollo/Municipal Development Councils
COMUPRES	Comisiones Municipales para la Prevención de la Violencia
CONADI	National Council for the Care of Persons with Disabilities
CONAMIGUA	Consejo Nacional de Atención al Migrante de Guatemala/ National Council of Attention to Migrants from Guatemalan
CONAPREVI	Comisión Nacional de Prevención de la Violencia contra las Mujeres/ National Commission for the Prevention of Violence against Women
CONJUVE	Consejo Nacional de la Juventud/National Council on Youth
COR	Contracting Officer Representative
CSO	Civil Society Organization
DART	USAID Disaster Area Response Team
DEMI	Defensoría de la Mujer Indígena/Ombudsperson for Indigenous Women
DMM	Dirección Municipal de la Mujer/Women's Municipal Directorate
ENEI	Encuesta Nacional de Empleo e Ingresos
ENSMI	Demographic and Health Survey (Spanish acronym)
ENCOVI	Encuesta Nacional de Condiciones de Vida/National Survey on Living Conditions
FTF	Feed the Future
GBV	Gender-Based Violence
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GGA	Gender Gap Analysis
GHG	Greenhouse Gas
GIP	Gender Integration Plan
GoG	Government of Guatemala
HEP+	Health and Education Policy Plus

IDA	Inclusive Development Advisor
IDWG	Inclusive Development Working Group
IEPADES	Instituto de Enseñanza para el Desarrollo Sostenible
INACIF	National Institute of Forensic Sciences
INCAP	Institute of Nutrition of Central America and Panama
INTECAP	Instituto Técnico de Capacitación y Productividad/Technical Institute of Training and Productivity
IR	Intermediate Result
LEDS	Low Emission Development Strategy
LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
LLP	Lifelong Learning Project
MAGA	Ministerio de Agricultura, Ganadería y Alimentación
MAI	Modelo de Atención Integral/Integral Attention Model
MARN	Ministerio de Ambiente y Recursos Naturales/Ministry of Environment and National Resources
MCH	Maternal and Child Health
MSCP	Maternal and Child Survival Program
M&E	Monitoring and Evaluation
MELS	Monitoring, Evaluation and Learning Support
MIDES	Ministerio de Desarrollo Social/Ministry of Social Development
MINECO	Ministerio de Economía/Ministry of Economy
MINTRAB	Ministerio de Trabajo y Previsión Social/ Ministry of Labor and Social Security
MO	Mission Order
MoE/MINEDUC	Ministry of Education/Ministerio de Educacion
MoH/MSPAS	Ministry of Public Health and Social Assistance/Ministerio de Salud Pública y Asistencia Social
MoW/OMM	Municipal Office for Women/Oficina Municipal de la Mujer
MP	Ministerio Público/ Public Ministry
MSME	Micro, Small and Medium-Sized Enterprises
NGO	Non-governmental Organization
NRM	Natural Resource Management
OEA	Organización de los Estados Americanos/Organization of American States
OFDA	Office of Foreign Disaster Assistance
OJ	Judicial Authority/Organismo Judicial
OMC	Opportunities for My Community Project
OSAR	Observatorio de Salud Sexual y Reproductiva/Observatory on Sexual and Reproductive Health
PAD	Project Appraisal Document
PADF	Pan-American Development Foundation
PAISANO	Programa de Acciones Integradas de Seguridad Alimentaria y Nutricional del Occidente/Program of Integrated Food and Nutrition Security Actions of the West
PNC	Policia Nacional Civil/National Civil Police
REDD+	Reducing Emissions from Deforestation and Forest Degradation
REDHOSEN	Men's Network for Health, Education and Nutrition
SAN	Seguridad Alimentaria y Nutricional / Nutrition and Food Security
SBC	Social Behavior Change
SBCC	Social Behavior Change Communication
SEGEPLAN	Secretaría de la Planificación y la Programación de la Presidencia/Secretary of the Presidency on Planning and Programming
SJP	Security and Justice Sector Reform Project
SEPREM	Secretaría Presidencial de la Mujer/Women's Secretary of the Presidency

SJSRP	Security and Justice Sector Reform Project
SOW	Statement of Work
SRGBV	School-Related Gender-Based Violence
SRH	Sexual and Reproductive Health
SVET	Secretaría Contra la Violencia Sexual, Explotación y Trata de Personas/ Secretariat of Prevention against Trafficking and Sexual Violence
TIP	Trafficking in Persons
TO	Task Order
UDEFEQUA	Unidad de Protección de Defensoras y Defensores de Derechos Humanos en Guatemala/Unit for the Protection of Human Rights Defenders in Guatemala
UMG	Urban Municipal Governance Project
UNDP	United Nations Development Programme
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNFPA	United Nations Population Fund
VAW	Violence Against Women
WEAI	Women's Empowerment in Agriculture Index
WH	Western Highlands
WHO	World Health Organization

ACKNOWLEDGEMENTS

The authors would like to thank Liliana Gil and Amy Southworth (USAID/Guatemala) and Sylvia Cabus (USAID/Washington) for facilitating the gender assessment activities. We also appreciate the support of USAID/Guatemala's Contracting Officer Representatives and Agreement Officer Representatives, who provided insights and documentation regarding USAID programs and projects. Also critical for this gender assessment was the support and participation of the USAID/Guatemala Inclusive Development Working Group, the USAID/Guatemala Indigenous Advisor, and the USAID/Guatemala Indigenous Youth Advisory Committee.

The authors also appreciate the time and dedication of numerous USAID/Guatemala partners, including gender advisors and other field staff, who participated in the consultations and shared their experiences and recommendations. Moreover, the authors appreciate technical support from Jane Kellum, Independent Gender Consultant; technical and operational support from David Morgan, Banyan Global Project Coordinator; and administrative and logistical support from Karen Ramirez Valladares. Lastly, but most importantly, we would like to thank all of the women and men, of all ages, who shared their experiences regarding USAID/Guatemala project implementation and results. We owe them this gender analysis. We hope that it contributes to USAID's efforts to enhance gender equality and women's empowerment in Guatemala for the coming years.

EXECUTIVE SUMMARY

Banyan Global conducted a gender analysis and assessment for USAID/Guatemala from May to September 2018. The analysis and assessment will inform the development of the forthcoming 2019–2024 USAID/Guatemala Country Development Cooperation Strategy. Data collection for the analysis and assessment comprised an extensive literature review of secondary data, complemented by five weeks of primary data collection in seven departments of Guatemala: Guatemala (Guatemala City and Mixco), Chiquimula (Esquipulas), Petén (Flores City), plus four departments in the Western Highlands (WH) Region — Quiché (Santa Cruz, Nebaj, Sacapulas), Huehuetenango (Huehuetenango), Quetzaltenango (Quetzaltenango), and Totonicapán (Momostenango). The research team consulted more than 300 interviewees, including USAID/Guatemala staff and partners, external stakeholders from the Government of Guatemala (GoG) and civil society organizations, and young and adult women and men participating in USAID/Guatemala projects. It also conducted a survey of USAID/Guatemala and partner staff on gender integration knowledge, attitudes and practices.

The USAID/Guatemala Country Development Cooperation Strategy 2012–2018 (CDCS) states that gender inequity is a cross-cutting issue that affects the long-term development of Guatemala: “All development objectives, whenever possible, leverage networks of women’s groups, focus on issues specific on women and their roles in the family, ensure development of their skills and talents and promote greater participation in all political and economic activities.” The following section summarizes the main findings of the 2018 USAID/Guatemala gender assessment, in line with the requirements on gender equality in the CDCS and the assessment questions included in the Gender Assessment Scope of Work (see Annex A).

Impacts of USAID/Guatemala’s proposed strategic approaches to address gender equality and gender-based relations

The 2009 USAID/Guatemala Gender Assessment and 2013 Sector-Level Gender Gaps Analysis supported USAID/Guatemala to make significant progress on the integration of gender equality into its strategic planning frameworks, including in its CDCS and sector-level Project Appraisal Documents (PAD). The scarcity of outcome indicators in most projects posed a limitation for the assessment team’s effort to identify concrete results, as well as for project teams’ efforts to monitor their progress on gender equality. Only a few USAID/Guatemala projects have incorporated specific gender goals and output indicators regarding women’s participation into their project activities; specific indicators that exist are presented below, in the assessment of the project cycle for each sector. In some cases, indicators were included in project-level Gender Integration Plans (GIP), but they were not necessarily integrated into the projects’ monitoring, evaluation, and learning plans. The development of custom outcome gender indicators — in projects such as the Security and Justice Sector Reform Project, Youth and Gender Justice Project, and Creating Economic Opportunities — are noteworthy advances and worthy of replication in future USAID projects.

Gender-based constraints and opportunities for equitable participation

The main challenge that women face in participating in USAID/Guatemala projects is related to their limited levels of personal autonomy coupled with time poverty. This is particularly the case for married women, or adolescents and young women still living in their family homes. When women and men participate in USAID programming, their participation is primarily based on their traditional roles, as caregivers and income producers respectively. The women who manage to participate in farm or agricultural activities on a larger scale are those who have higher levels of autonomy or have access to property, as in the case of single or widowed women. The assessment team identified some efforts to

enhance women's participation in local governance and in community activities, but more dedicated and specific strategies are needed to make larger advances in this domain.

The role of parents was highlighted as both an impeding and a facilitating factor in providing access to girls and boys to education. Project staff and participants confirmed the importance of parental buy-in and participation in their children's education path, because youth often consult with their families on big decisions, and also because youth often rely on their parents financially.

Regarding the role of civil society organizations in USAID programming, the majority of USAID projects integrate local Non-governmental Organizations (NGOs), which potentially helps to strengthen Guatemalan civil society. Opportunities for civil society participation are also created through USAID contract sub-granting mechanisms, which encourage regional projects to enhance their work on gender integration. However, globally, there are limitations on coordination between USAID partners and Guatemalan feminist and women's organizations (and in particular with indigenous women's organizations). Such limitations are less prevalent, however, in the health sector and in some security-related projects. Without attempting a deeper analysis, the research team surmised that the lack of civil society participation mainly reflects the projects' reluctance to specifically require such coordination and collaboration. That reluctance may arise partly from some preconceptions that feminist organizations are "too activist," and also from anticipation of criticism by these organizations when they do not agree with a project's approach. Regarding Mayan women's organizations, their non-involvement in the projects may be also due to the general invisibility of Mayan women, lack of project outreach, and their absence in social and community participation.

Relevant advances and good practices

Citizen Security. USAID support in this domain is undoubtedly significant for strengthening gender institutional frameworks within security and justice sector institutions, including the integration of gender equality norms and gender-based violence (GBV) prevention and response into national security and justice sector institutions' policies, and promoting relevant capacity-building for officials in pertinent government ministries and institutions. Other advances include efforts to address GBV response within community and municipal diagnostic and planning processes, to strengthen the Municipal Directorates for Women (DMMs), and to enhance women's participation in violence prevention activities.

Health. Advances in the health sector include: efforts to improve Civil Society Organization (CSO) advocacy capacity vis-a-vis government institutions and municipal governments, directed at increasing public investments in health and education services; the development of a mobile app for CSOs and government institutions to access data about health and education services; and the approval of protocols and policies related to the Healthy Motherhood Law, as well as the protocol for men's participation during childbirth (in coordination with the National Network of Men).

Education. Several noteworthy advances on gender equality have taken place in the education sector. The Regional Workforce Development Program (Avanza) created a scholarship program to encourage young women to pursue non-traditional courses of study. The Lifelong Learning Project has recently been revised to include gender integration and GBV prevention and response. Both of these projects (AVANZA and Lifelong Learning Project) are developing gender-responsive education protocols and materials, while putting in place pilot activities to promote girls' empowerment in education.

Economic Growth. The assessment revealed less than optimal integration of gender equality in USAID/Guatemala economic growth programming. An exception is the USAID/Guatemala Women's Entrepreneurship Diagnostic, focused on enhancing knowledge and presenting evidence-based research on advances and gaps on women's entrepreneurship. A potentially valuable model of programming on

gender equality and economic growth is the pilot program to promote social and behavioral change communication (SBCC) on gender equality, implemented in the USAID nutrition and security project Program of Integrated Food and Nutrition Security Actions of the West (PAISANO). Similarly, newly launched USAID projects in the non-agriculture economic growth sector (the Creating Economic Opportunities Project) have the potential to increase women's access to employment and business development in Guatemala.

Climate Change and Natural Resources Management. An important advance in the area of climate change and natural resources management is women's increased participation in boards of directors and management positions, within mixed-sex organizations. USAID also has the opportunity to provide further support to women's participation in non-timber products value chains arising from community forestry concessions, creating opportunities for women to generate income in natural resources management. Sub-grants contract mechanisms, such as those developed by the Low Emission Development Strategy (LEDS) project, have also proven useful for identifying and addressing community-specific barriers to women's participation.

Governance. USAID project partners increasingly use gender-sensitive methodologies to identify and address women's specific needs and interests within municipal and community plans. They also provide support for strengthening capacities of the DMMs. Efforts to address GBV within municipal violence prevention plans are also significant, though such efforts are diverse in scope and perhaps could be standardized. Some governance projects included SBCC activities, with a specific emphasis on working with men to promote new masculinities. This could be replicated in other programs in the sector.

Impact of Gender-Based Violence on project development and results

GBV, in particular intimate partner violence, has been identified as a critical issue in the various surveys and baselines carried out by several USAID/Guatemala governance and security projects, including Urban Municipal Governance, Communities Leading Development, and Convivimos. GBV prevention and response is very clearly articulated in Citizen Security sector projects, with notable initiatives as described above. The approach to GBV prevention and response has been more limited in other development objectives and sectors.

Institutional context for gender integration at USAID/Guatemala and among USAID Partners

USAID/Guatemala internal mechanisms

Some of USAID/Guatemala's main institutional advances on gender equality reflect coordinated internal mechanisms, including: staff trainings and staff specialists in gender equality; the approval of a specific mission order (MO) on Inclusive Development (which includes gender integration); and the creation of a core Inclusive Development Working Group (IDWG).

The IDWG is chaired by the Deputy Mission Director and is co-chaired by the mission Inclusive Development Advisor (IDA), who is part of the Planning and Program Support Office (PPSO). The IDWG is comprised of the Deputy Mission Director, the IDA, the Indigenous Advisor, an Inclusive Development Point of Contact (ID POC) from each USAID/Guatemala team, and a representative from the Office of Acquisition and Assistance (OAA). The IDWG meets at least quarterly. Its primary objective is to advance inclusiveness across mission portfolio, operations, and management, by generating ideas on advancing agency policies related to inclusiveness throughout USAID/Guatemala processes and programming.

The IDWG has not so far developed the action plan mandated in the MO, designed to enhance staff gender integration capacities. The assessment team was unable to obtain documentation on the scope of work for the Inclusive Development Points of Contact (ID POC) as it relates to compliance with the responsibilities enumerated in the MO.

The recent approval of a USAID/Guatemala Indigenous Engagement Plan (IEP) is a very noteworthy advance, as it includes mechanisms for coordination with civil society and also with young indigenous women and men participating in the USAID Indigenous Development Program. The IEP includes coordination and accountability mechanisms with civil society that have not been identified in other mission documents; however, it does not mention or address the substantial gender gaps that women encounter in indigenous communities. It also does not mandate the participation of networks of indigenous women within the proposed USAID/Guatemala advisory bodies.

Perceptions and staff capacity on gender equality and women's empowerment

USAID/Guatemala has expressed a clear commitment to (1) addressing gender equality in a culturally appropriate manner, and (2) the inclusion of specific excluded groups. However, incorporating gender integration within social inclusion and inclusive development seems to be generating conceptual and practical confusion among USAID/Guatemala and partner staff, possibly creating unnecessary competition among the mission's priorities. Similarly, USAID/Guatemala's focus on multiple social inclusion priorities, such as gender, Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI), disability and youth, creates some confusion for staff in terms of implementation.

It is therefore recommended that USAID/Guatemala clarify, through targeted training and communication activities for mission staff and partners, how and when to focus on each of these priority social inclusion issues and groups. In practice, integrating a gender equality approach applies to any project and activity, as gender gaps are present across all sectors and within all groups of population, including LGBTI, persons with disabilities and youth. Working to promote social inclusion, including that of minority groups, invariably requires working with these marginalized population groups, to address their specific needs and to promote their integration into development processes.

Though USAID/Guatemala staff members are clear about the importance of integrating gender equality into programming, interviews with staff produced diverse ideas on how to do so. The research team conducted a USAID staff and partner gender integration survey for this gender assessment, which revealed different degrees of awareness of the importance of integrating gender equality into projects. The survey also indicated some difficulty in defining what successful gender integration looks like and how to define it. It also highlighted the need for a perspective shift, from considering women and girls participating in USAID projects as "beneficiaries" or "vulnerable populations" to recognizing them as citizens with full rights that in fact represent half of the population. Several targeted initiatives are needed, including: facilitating women's active and effective citizen participation in project development and implementation; increasing engagement with Ladino women's and Mayan CSOs, in support of their own political, social and economic agendas; and improving project oversight, monitoring, and evaluation from a gender perspective. These measures will enhance the Mission's achievements and contributions to Guatemala's human and sustainable development.

Gender integration in the program cycle

Clear advances are evident in program development: incorporating specific "gender-language" into solicitation documents; requesting inclusion of gender expertise among technical staff; and requiring a project-level Gender Integration Plan. Challenges exist in several areas: providing explicit and clear instructions to partners regarding USAID/Guatemala's integration of gender, in solicitation documents;

reliably assessing the quality and scope of the proposals; including the IDA and/or the ID POC in the process of developing the solicitation package and assessing the proposals; and including specific selection criteria on gender equality in solicitation documents, to be carefully assessed during proposal review.

From assessment consultations with both USAID staff and partners, through interviews and the online survey, these key factors emerged for ensuring an adequate level of gender integration in the program cycle. (The order of this list does not imply priority or relative weight.)

- Specific and clear language on gender equality priorities in solicitations, with specific, clear objectives and activities to address gender advances and gaps, integrated across the project document and implementation plan.
- USAID partner commitment to gender equality and women's empowerment, *beyond* USAID-financed projects.
- Agreement Officer Representative (AOR) /Contracting Officer Representative (COR) commitment, support and oversight.
- USAID partner knowledge of the specific sociocultural context of the programming.
- USAID partners' technical capacity, as provided by a gender advisor included on the project or within the project consortium, with standing and capacity to influence all levels of the project.
- Specific budget allocations for gender-focused activities and for working with women's groups.
- Monitoring and Evaluation (M&E) framework with customized gender indicators and goals.
- Coordination with women's and gender equality CSOs and groups (Mayan and mixed) at the national and local level.

USAID/Guatemala coordination of gender integration with projects and USAID partners

There is limited communication between USAID/Guatemala and its partners in the form of advising, guiding, and monitoring gender integration within its projects. For individual projects, many partners interviewed indicated that their AORs/CORs rarely ask for information on gender equality. Many of the recently awarded projects reported not knowing that USAID/Guatemala had an Inclusive Development Advisor. In addition, many of the partners interviewed recommended that USAID/Guatemala provide them with more regular periodic guidance regarding definitions and expectations in this area, and for the AORs/CORs to be more consistent and systematic in their guidance and requests for information in this domain. There is therefore a clear need for further USAID/Guatemala engagement with partners (via IDA, ID POC, and CORs/AORs) in terms of: 1) communicating USAID expectations and setting common standards for gender integration, according to USAID definitions and standards; 2) guiding partners on how better to integrate gender in projects; and 3) promoting information and opportunities to exchange lessons learned among the various projects and partners, enabling identification of synergies, advances, and challenges in this domain.

The IDA indicated that the semi-annual meeting of the Mission Expanded IDWG will take place in September 2018, providing an opportunity to consider these and other recommendations. The Expanded IDWG will comprise the Core IDWG as well as USAID partners' representatives who work on inclusive development issues, and it is expected to meet semi-annually. The meetings are intended to improve coordination and information sharing on inclusive development-related issues, among USAID/Guatemala partners and with the Core USAID/Guatemala IDWG. In November 2018, USAID/Guatemala and the USAID/Washington Gender Equality and Women's Empowerment Office (GenDev) will hold the Gender Integration/GBV Hybrid (GIGH) Training for USAID/Guatemala and other Latin America and Caribbean

mission staff, which will also include a one-day training for USAID partners.

Coordination with external stakeholders

The USAID IDA participates in the technical Gender Working Group of the G13 Donor Group. The presidency of the group rotates among members, and UN Women serves as the Secretariat. This group provides an opportunity for donors to share experiences, map gender equality initiatives to avoid overlap, and identify potential opportunities for coordination. The upcoming Spotlight Initiative, promoted by the European Union, is focused on the prevention of violence against women (VAW), presenting an excellent opportunity for USAID to enhance its coordination with other actors in this domain.

No other specific national government or civil society gender coordination mechanisms or alliances have been identified at the national or WH level. (WH is priority zone for USAID programming). Individual women's and gender equality organizations certainly have knowledge of the gender dynamics in their specific contexts, particularly regarding discrimination against Mayan women. They also have developed strategies and methodologies originating in their own experiences to address and overcome these obstacles.

GENERAL RECOMMENDATIONS

The recommendations included below apply to USAID/Guatemala as a whole. Specific recommendations for each priority sector are presented in the full assessment report.

I. Recommendations for Enhancing Gender Integration in Planning and Project Cycle

I.1. CDCS 2019-2024: USAID/Guatemala Gender Equality Results Framework for 2019-2024

- Identify and prioritize the specific gender gaps/issues that USAID/Guatemala will commit to for each Development Objective (DO) and sector (as part of the 2019-2024 CDCS development process). USAID/Guatemala should identify three to four gender objectives for each DO/sector, setting goals, intermediate results, and indicators for each objective.
- Ensure that every USAID project (and mechanism or activity), depending on its focus, contributes to at least one of the gender objectives identified. The selection of the specific gender objectives should be guided by USAID sector-level priorities, U.S. Government regional priorities, Government of Guatemala national priorities (including the Sustainable Development Goals), and the findings and recommendations included in these gender analysis and gender assessment reports.
- Create a list of USAID customized gender indicators, by sector that USAID/Guatemala projects can refer to when developing their monitoring, evaluation, and learning (MEL) plans. Materials can be taken from available diverse sources, including the USAID Gender-Sensitive Indicators for use in Europe and Eurasia (Jan 2016).

I.2 USAID/Guatemala institutional capacities

- *Inclusive Development Mission Order.* The USAID/Guatemala IDWG should develop and implement an Action Plan for the 2019–2024 CDCS, following the guidance in the M.O. This action plan should have the same period of implementation as the CDCS and should include a mid-term update. It should cover USAID and partner gender capacity strengthening (training, sensitization, communication campaigns) as well as specific activities to guide, advise, and monitor gender integration in project

implementation.

- *Indigenous Engagement Plan.* Revise the USAID/Guatemala Indigenous Engagement Plan using a gender perspective, with the support of the Indigenous Youth Advisory Committee. Ensure that it reflects existing gender gaps and that it establishes mechanisms to engage with indigenous women's CSOs to provide and receive technical assistance.
- *Budget for IDWG Action Plan.* Allocate specific funds at the beginning of each year for the development of the activities listed in the IDWP.
- *Staff accountability on Gender Equality and Women's Empowerment.* Review position descriptions and annual work objectives for the members of the IDWG, to ensure that they include gender integration in their job responsibilities in line with the guidance in the Mission Order. The assessment of performance related to these responsibilities should be part of their Annual Performance Evaluation, in compliance with the Mission Order. This should also apply to AORs/CORs, who determine to what extent gender considerations are taken into account in project implementation.
- *Project award conference.* Include Gender Equality and Women's Empowerment as a topic in the conference for all new awards.

1.2. Gender integration in implementation mechanisms (projects)

- Review the standard gender language in future solicitation packages to ensure that they align with the recommendations provided in this gender assessment, or, in future, with the forthcoming 2019–2024 USAID/Guatemala Gender Action Plan. Ensure that this language is explicit and that the specific gender objectives, goals, and indicators required for the project (i.e., implementation mechanisms) are clearly stated.
- Include in solicitation packages the request for bidders to submit a preliminary gender action plan as part of the technical proposal. USAID/Guatemala should provide a template and guidance on how to prepare this.
- Ensure that the mission's IDA and the Indigenous Advisor review all project solicitation documents before they are published, to ensure their compliance with both USAID Gender Equality and Female Empowerment Policy and USAID/Guatemala Indigenous Engagement Plan.
- Request that organizations and companies bidding in a consortium include personnel with specialized expertise in gender equality and women's empowerment.
- Include in the selection criteria for proposals an evaluation rubric that provides points for those proposals which: 1) clearly indicate what and how gender equality-related gaps would be addressed by the project's activities; and 2) include, as a key position, a gender equality and women's empowerment expert with demonstrated relevant experience in this domain. The AOR/COR should make sure that the Inclusive Development Advisor or the Planning and Program Support Office review the selection criteria.

1.3. Project implementation

- *Initiate gender training for USAID partners.* USAID/Guatemala should provide, at the beginning of implementation of any award, an introductory session on gender integration to key project senior personnel and technical staff. In this session, USAID should: provide insights on USAID Gender

Equality Policy and USAID Women's Economic Empowerment Framework (WE3);¹ clearly communicate USAID/Guatemala gender equality and women's empowerment priorities; and clarify USAID/Guatemala expectations in terms of gender equality and women empowerment integration into the specific project. It is particularly important for USAID partners to clearly understand USAID definitions of gender equality and women's empowerment, indigenous integration, and social inclusion.

- *Regularize and integrate GIP planning.* Provide all USAID partners with a standard format for the development of GIPs. The GIP should clearly connect the gender objectives of the project with USAID/Guatemala's Gender Results Framework and the USAID/Guatemala Indigenous Engagement Plan. The GIP should include, for each outcome or component of the project, specific gender equality and women's empowerment goals, activities, indicators, and budget allocations. The USAID partner should ensure that all activities included in the GIP are reflected in its annual workplans and budgets.
- *Provide periodic advice and guidance to partners.* The IDA and the ID POCs are responsible to provide advice and guidance to ensure effective gender integration into project implementation. This could ideally take place in the form of joint project meetings to allow for sharing of knowledge, experiences, and best practices and to encourage coordinated, multisectoral interventions among partners.² The IDA, in coordination with the ID POCs, could organize such periodic meetings by sector, with project-level gender focal points. USAID/Guatemala could also hire an external company/CSO that could support the IDA in this regard. Periodic meetings with individual project partners, on a semi-annual or more frequent basis, are also recommended.
- *Enhance USAID/Guatemala's communication on gender integration.* Produce, print, and disseminate a biannual report on USAID/Guatemala's advances and challenges in promoting gender equality and women's empowerment, identifying good practices, success stories, lessons learned, and opportunities for further improvement. This report could be presented in a public event to communicate USAID/Guatemala's commitment to gender equality, as well as to highlight the achievements of top performing USAID partners in this domain.
- *Promote USAID partner gender champions.* Create a biannual competition to recognize projects that have made significant efforts to address gender gaps and to promote women's and girls' empowerment. Competition judges could include project-level gender focal points as well as external national gender equality experts. The award would be (non-monetary) public recognition; funding would be needed only for the award ceremony. These awards would allow USAID partners to reference these recognized achievements in future bids.

2. Recommendations for enhancing gender integration in all projects

- *Challenge gender norms.* USAID/Guatemala should encourage USAID partners to challenge gender norms at levels. This includes hiring women to carry out non-female traditional roles, such as working as agricultural extension staff or as other field-based technical staff.
- *Work strategically on men's and boys' behavioral change.* USAID/Guatemala should draw on existing USAID partner methodologies for promoting men's behavioral change to propose a harmonized, evidence-based approach for all partners to use consistently. This methodology should also draw on

¹ USAID. Women's Economic Empowerment and Equality Dashboard (WE3).

² This recommendation came up very frequently during this assessment but was also highlighted in the Final Report of Technical Assistance and Coaching on Gender Analysis and Integration for USAID/Guatemala November 2012 – March 2013.

international and national best practices in the domain.

- *Engage with gender equality and women's empowerment CSOs.* As much as possible, call on relevant CSOs for project design support, as resources for technical assistance to USAID partners, for project-level gender assessments, and in other critical areas.
- *Promote and support women's networking at the municipal and community level.* Support local networking, in particular for Mayan women's organizations, for every project being implemented, particularly in the WH.
- *Regularize and strengthen projects' response to GBV.* Take measures so that all USAID projects have protocols in place for responding to cases of GBV (whether of women, children, or LGBTI) in project activities. USAID-funded projects have a responsibility to respond appropriately and to have clear guidance on how to address GBV (e.g., by referral to services and reporting cases of child sexual abuse and child marriage).
- *Consult with program beneficiaries.* Ensure that projects are developed in consultation with the intended participants as indicated in the project work plan. This is not only compulsory from a rights-based approach, but is also fundamental for increasing project efficacy and sustainability.

I. INTRODUCTION

The United States Agency for International Development (USAID)/Guatemala is preparing a 2019–2024 CDCS. This CDCS will align with U.S. foreign policy and development objectives in Guatemala and Central America, including those specified in the U.S. Strategy for Central America. In line with the requirements in USAID Automated Directives System (ADS) 201.3.2.9 and ADS 205, USAID/Guatemala hired Banyan Global to undertake a countrywide gender analysis and a gender assessment to inform USAID's 2019–2024 CDCS (see Annex A for the scope of work). Though the research team gathered data for the gender analysis and assessment at the same time, the results are presented in two separate reports.

This gender assessment report includes, first, a summary of the methodology used and the limitations encountered, and second, a detailed sector-based assessment of USAID/Guatemala's strategies and practices on gender equality and women's empowerment. It also includes an analysis of staff knowledge, attitudes, and practices on gender integration, for both USAID/Guatemala and its partners. The assessment of gender equality examines the following priority USAID/Guatemala sectors:

- **Security**, including citizen security and gender-based violence prevention and response activities
- **The prosperity sector** analyzes health, education, and economic growth, including both agricultural and non-agricultural subsectors, and natural-resources management and climate change.
- **The governance sector** analyzes women's and men's political, social, and community participation in governance mechanisms.

Finally, the report presents concluding observations and recommendations.

Annex A provides the scope of the task; Annex B provides the deliverables table; Annex C, the data collection tools; Annex D lists the documents reviewed; Annex E, the summary of stakeholders consulted; and Annex F presents the results of the survey on gender integration completed by USAID/Guatemala staff and partners.

I.1 GENDER-ASSESSMENT BACKGROUND AND PURPOSE

The *USAID/Guatemala Gender Analysis* and this *USAID/Guatemala Gender Assessment* will support USAID/Guatemala to better identify, understand, and address advances and gaps in gender equality, both nationwide and within specific sectors where the mission is likely to concentrate its resources in the 2019–2024 CDCS. These reports will also provide recommendations to USAID/Guatemala on how it can achieve enhanced gender quality and women's and girls' empowerment in its CDCS, programs, and projects. To this end, the gender assessment focused on answering the following questions:

1. What are the impacts on gender-based relations of the mission's proposed strategic approaches to address gender equality and women's empowerment? Take into consideration factors of ethnicity, age, and rural/urban residence, as well as other key variables in the different technical and geographic areas of intervention.
2. What gender-based constraints to and opportunities for equitable participation are considered in planned and existing USAID/Guatemala programs, including participation in civil society?
3. What successful examples of gender equality, female empowerment, and addressing GBV have resulted from USAID's work in the country? This is limited to impacts on direct beneficiaries, as impacts within the general population would be difficult to measure without detailed research.
4. How did GBV contribute to or hinder the achievement of proposed development outcomes?

5. Where does USAID/Guatemala possess a comparative advantage on gender issues, in relation to other major donors' gender strategies in the country?
6. What is the institutional context supporting gender mainstreaming in the mission (policy, staffing, capacity building)?
7. How is coordination of gender activities managed within various USAID/Guatemala projects?

2. METHODOLOGY

2.1 METHODOLOGICAL DESIGN PROCESS

Though the gender analysis and assessments are presented in two separate reports, the primary and secondary data collection for both took place at the same time. For this reason, this section presents the methodology for both reports. Due to space considerations, the methodology is described here only briefly.

Literature review

The research team conducted an extensive desk review of the secondary data sources specified in Annex D. It included all relevant documents that USAID/Guatemala provided, as well as others that the research team identified. These sources included: reports on international human rights and gender equality; Guatemalan legal frameworks, policies, strategies, and action plans on gender equality; literature on social, political, and economic inclusion and gender equality in Guatemala; USAID policies and provisions on gender equality and the empowerment of women and girls, LGBTI, and persons with disabilities, as well as social inclusion; and USAID/Guatemala strategy, project, activity, and project documents.

Design of the methodology

Using the key questions in the Scope of Work as a departure point (see Annex A), the research team produced a matrix connecting the research questions with potential sources of information — both primary (stakeholders) and secondary (documents) — and the data-collection instruments to be used. The methodology included both qualitative and quantitative instruments, including online surveys, individual and group interviews, focus groups, and workshops.

Key stakeholders and informants were identified with USAID/Guatemala's support, via a literature review based on the research team's experience and knowledge. The stakeholders included: USAID staff; USAID/Guatemala partners' staff (central and at project sites); CSOs focused on Gender Equality and Women's Empowerment (GEWE) at both national and local levels; national and local government officials and senior judiciary officials involved in USAID/Guatemala interventions; international donors; and USAID/Guatemala project participants. USAID/Guatemala prioritized 28 out of 74 projects (38 percent) for the assessment, which included geographic and ethnic diversity and sectoral representation (see Annex E for more detailed information).

Primary data collection: Fieldwork

Four consultants (two international and two national) conducted primary data collection in Guatemala over five weeks, from June 4–July 5, 2018. The collection began with an in-briefing with USAID/Guatemala mission staff upon arrival in Guatemala, to present the objectives and review expectations regarding the scope of the process, the consultations, and the methodology and data-collection instruments.

Consultation activities took place in seven departments: Guatemala (Guatemala City and Mixco), Chiquimula (Esquipulas), Petén (Flores City), and four departments in the WH region — Quiché (Santa Cruz, Nebaj, Sacapulas), Huehuetenango (Huehuetenango), Quetzaltenango (Quetzaltenango), and Totonicapán (Momostenango). The research team consulted 423 persons through direct in-person activities; 72 percent of stakeholders consulted were women and 28 percent were men. In addition, 107 USAID staff and partners responded to online surveys (30 USAID staff and 77 partner staff). Table 1

summarizes the fieldwork activities that the team conducted.

Table 1. Primary Information Gathering Tools and Stakeholders Consulted

Technique	Stakeholders	# Activities	# Persons consulted
Semi-structured interviews (individual and group)	USAID mission: 10 groups and individuals	10	35
	USAID partners' chiefs of party and gender focal points	28	39
	USAID Partners Technical Team	27	85
	Government of Guatemala	9	14
	Local government	4	7
	Civil society organization representatives	12	23
Focus/discussion groups	Women and girls only	7	42
	Men and boys only	1	6
	Both sexes	5	35
Individual online survey	USAID Staff	NA	30
	USAID partner managers	NA	77
Discussion workshops	Social inclusion group	1	14
	Indigenous youth advisor committee	1	8
	G13 Donor Coordination Group on Gender	1	8
TOTAL		106	423

Presentation of preliminary findings to USAID

The research team held a brainstorming session on preliminary results and recommendations with USAID/Guatemala's IDWG and Indigenous Peoples Working Group. The research team then presented the preliminary findings and recommendations on July 5, 2018 in a meeting of the mission's senior management team, social-inclusion advisors, and representatives from each USAID technical team.

The research team delivered the draft gender assessment report on July 31, 2018, based on a preliminary analysis and interpretation of the primary and secondary data. The Banyan Global team received comments on the draft report that helped shape the final gender assessment report, submitted on September 14, 2018.

2.2 LIMITATIONS TO THE ASSESSMENT

The research team carried out the gender analysis and the gender assessment from May to September 2018, including five weeks of primary data collection in Guatemala. The team dedicated the remainder of its time to performing a literature review, developing and implementing the USAID staff and partner gender-integration survey, and preparing reports and intermediate deliverables.

One of the limitations of the gender analysis was the exclusive focus on USAID's priority geographic zones, where Mayan and ladino populations constitute the majority. Also, the consideration of the Xinka

population is very limited to the eastern side of the country where only USAID security activities are implemented.

A second limitation reflects the breadth and depth of USAID/Guatemala's portfolio and the number of projects prioritized for the gender analysis (approximately 15 out of the total of 74). USAID's selection of projects (and their type and location) guided the consultation processes, which were informed also by key stakeholders (government officials, male and female project participants, and relevant CSOs). For each of the prioritized projects, the research team aimed to analyze the entire chain of activities and participants — from project design to implementation — by analyzing the opinions of participants (individuals, institutions, and CSOs). Because of the large number of projects and their extensive scope, however, it was not always possible in all cases to perform this type of analysis.

The intensive analysis of these study sample projects allowed less time to focus primary data collection on USAID's internal capacities, mechanisms, and procedures for gender integration in strategic planning and project development, implementation, and monitoring. To address this limitation, the team completed an extensive review of available documents and also carried out specific data collection efforts in this area.

3. GUATEMALA STRATEGIC PRIORITIES

3.1 USAID INSTITUTIONAL FRAMEWORK ON GENDER EQUALITY AND WOMEN'S EMPOWERMENT

This section provides an overview of the USAID global institutional framework on GEWE across diverse themes, including peace and security, GBV, child marriage, and trafficking in persons.

Table 2. US Government and USAID Strategies and Policies Related to GEWE

Policy Framework	Purpose of Policy/Strategy
The USAID Gender Equality and Female Empowerment Policy (March 2012)	This policy aims to improve the lives of citizens around the world by advancing equality between women and men and empowering women and girls to participate fully in and benefit from the development of their societies. The policy stipulates that gender equality and female empowerment will be addressed through the integration of gender equality and female empowerment throughout the agency's program cycle and related processes.
The U.S. National Action Plan on Women, Peace, and Security (December 2016 update)	This plan intends to accelerate, institutionalize, and better coordinate the government of the United States' efforts to advance women's inclusion in peace negotiations, peace-building activities, and conflict prevention; to protect women from sexual violence and GBV; and to ensure equal access to relief and recovery assistance in areas of conflict and insecurity.
The U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally (2016 update)	The strategy provides federal agencies with concrete goals and actions to be implemented and monitored on GBV over the course of the next three years, with an evaluation of progress midway through this period.
The USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children (October 2012)	This framework provides a strategic vision for USAID's efforts in support of ending child marriage and meeting the needs of married children.
The USAID Counter-Trafficking in Persons Policy (2012)	This policy combats trafficking in persons by drawing on best practices from the last decade, providing guidance on pursuing more effective, efficient, and evidence-based approaches in counter-trafficking.
USAID Global Climate Change and Development Strategy 2012–2018 (2012)	The strategy emphasizes the importance of using gender-sensitive and inclusive approaches to climate-change adaptation and mitigation to account for special skills and experiences relevant to climate change that both women and men possess, the disproportionate vulnerability of women and girls to the effects of climate change, and the inclusion of women in technological development in this area.
USAID Policy on Youth in Development (2012)	This policy provides guidance on pursuing more innovative and cost-effective approaches to empowering youth to contribute to and benefit from their countries' development efforts. The policy

	emphasizes the importance of gender equality as a condition for broad societal change.
GBT Vision for Action Promoting and Supporting the Inclusion of Lesbian, Gay, Bisexual and Transgender Individuals (2014)	The vision for action provides core principles that will guide efforts to advance the freedoms and security of LGBTI throughout the world, from expanding life-saving healthcare to financing small businesses.
USAID ADS 205 Integrating Gender Equality and Female Empowerment in USAID's Program Cycle (2017 update)	The policy defines gender analysis and explains how program offices and technical teams must incorporate the findings of gender analysis throughout the program cycle in country strategies and projects.

3.2 USAID/GUATEMALA POLICY AND PRACTICE ON GENDER INTEGRATION AND GEWE

USAID/Guatemala CDCS 2012–2018

The current CDCS states that gender inequality is a crosscutting issue that affects the long-term development of Guatemala. It states that “All development objectives, whenever possible, leverage networks of women’s groups, focus on issues specific on women and their roles in the family, ensure development of their skills and talents, and promote greater participation in all political and economic activities.”

USAID/Guatemala-specific policies on gender equality

In July 2016, USAID/Guatemala approved a mission order on Inclusive Development: Implementation of Policy on Gender Equality and Female Empowerment, LGBTI, Indigenous People and Persons with Disabilities (PWD).

The MO defines roles and responsibilities for the mission staff, the core IDWG, the mission leadership, the program policy support office, the IDA, the indigenous advisor (IA), and the inclusive development points of contact (IDPOC). It therefore spreads the responsibility for gender equality and women’s empowerment integration widely across the mission, at different levels of the organization and among different staff. It is not known, however, if these responsibilities are included among the pertinent tasks in the position descriptions and work objectives of all related staff.

The core inclusive development working group (currently called IDWG) should be chaired by the deputy mission director and co-chaired by the IDA and integrated with representatives of all mission program offices and the Office of Acquisitions and Assistance (OAA). The responsibilities of the IDWG are summarized in Table 3.

Table 3. Responsibilities of the IDWG

- Create, update, and implement an inclusive development action plan, which outlines objectives and targets related to training for mission staff, outreach to partners and other stakeholders, awareness-raising, and oversight of progress toward these goals.
- Help to ensure that inclusive-development related interventions, accords, projects, activities, and sectors are coordinated, ensuring as much synergy as possible to maximize impact.
- In collaboration with the Development Outreach and Communications Officer, on an ad-hoc basis, coordinate the documentation of success stories related to inclusive development, making the stories available for posting to the mission’s website and the main USAID website as appropriate.

- Implement comprehensive training for USAID/Guatemala staff and partners related to gender, disability, indigenous, and LGBTI issues.
- Facilitate the mapping of owners, government, business, and civil-society organizations and projects working on issues related to inclusive development.
- Build relationships with donors, government, and business and civil society organizations engaged in inclusive practices and inclusive development issues.

The MO also provides for an expanded IDWG, which should meet biannually and will include USAID partners working on the inclusive development objectives, with the purpose of improving coordination and sharing information, lessons learned, and accomplishments. The expanded IDWG is expected to meet for the first time in September 2018.

In terms of other specific responsibilities, MO establishes the following:

- Mission staff: Accountable for the implementation of the MO in their respective areas of work.
- Mission leadership: Ensuring the implementation of the order and delegation of responsibilities among staff.
- PPSO: Provides guidance and produces and disseminates templates for submitting narratives and budget allocations for gender, indigenous, PWD, and LGBTI.
- IDA: This position was previously named mission gender advisor and seems to have been amplified after this MO was approved. The position oversees and advises on the integration of inclusive development issues in USAID/Guatemala's planning and project cycle, ensuring training of staff, mission representation, liaising on gender issues, and advising partners on gender integration.
- IA: Overseeing and advising on the integration of indigenous issues in USAID/Guatemala's planning and project cycle and liaising with indigenous-related organizations.
- Inclusive development points of contact (IDPOC): Integrating the IDWG and supporting their teams on addressing inclusion in activity design, implementation, assessment, and evaluation.
- OAA: Reviewing technical components of the solicitation and ensuring ID requirements are reflected.
- RLO: Ensuring compliance with legal requirements regarding inclusiveness and equal opportunities.
- EXO: Promoting inclusiveness and diversity in hiring processes.

USAID/Guatemala has expressed a clear commitment to addressing gender equality in a culturally appropriate manner, as well as to the inclusion of specifically excluded groups. Trying to use a common approach for gender, ethnicity, disability, and sexual orientation seems to generate confusion, however, both among USAID staff and partners, not only conceptually but also in practical terms. It also leads to unnecessary competition among priorities. Preferably, it is recommended to use a crosscutting and intersectional approach to gender equality and women's empowerment that considers culture and ethnicity.

The Indigenous People's Engagement Plan for 2018–2020

USAID/Guatemala recently approved its Indigenous People's Engagement Plan for 2018–2020, which aims to bolster USAID/Guatemala's engagement with indigenous peoples in the CDCS and to enhance the lives of the indigenous populations served by USAID projects.

The plan requires the following actions for implementation: 1. Sustained commitment and consistent efforts from USAID leadership; 2. Systematic consultation with indigenous and nonindigenous leaders; 3. Generation and use of specific data and information; and 4. The establishment of baseline measures for monitoring, evaluation, and learning.

The plan sets out mechanisms to engage with indigenous actors, including: external national indigenous leaders from the different *pueblos*; indigenous Mayan authorities; indigenous professional alumni, consisting of previous participants in the indigenous professional development program; external indigenous youth groups already working with USAID projects; and international donors participating in the G13 group.

During the gender assessment, the research team held a discussion workshop with eight indigenous professional alumni (five women and three men), who recently participated in the USAID internship program. As much as possible, their reflections and proposals have been included in the drafting and the recommendations of this report. They are undoubtedly a relevant consultative group for USAID, not only for addressing issues pertaining to indigenous peoples, but also for addressing gender and youth issues among indigenous peoples throughout USAID programming and project implementation.

The implementation of the USAID/Guatemala Indigenous Peoples Engagement Plan represents a key opportunity for USAID to address deeply rooted discrimination against indigenous women and men; to meet their specific needs and interests; and to incorporate their positive beliefs and practices regarding family, community life, and their relationship with nature into USAID programming. Such programming, however, must address the substantial gender gaps confronted by indigenous women within their communities, which is neither visible nor mentioned in the Engagement Plan. Nor does the document speak to the participation of existing groups and networks of indigenous women within the proposed USAID advisory bodies. Such participation is critical to enhance awareness of the inequalities affecting different types of women, within the strong androcentrism in indigenous communities.

The role of the IDA and the IDWG

As stipulated in the MO, USAID/Guatemala has an Inclusive Development Advisor. Although the functions of the advisor were initially limited to the integration of gender equality, when the MO was approved in 2016, USAID later expanded the functions to include an additional focus on indigenous populations, LGBTI, and persons with disabilities.

The main tasks that IDA carries out are related to advising on the mission's strategic development processes: CDCS and PAD; the formulation of projects, activities, and scopes of work (SOWs) for project evaluations; compiling and synthesizing the scope of its work in terms of information and results related to the participation of women and the promotion of gender equality in projects (both for external communication and for reporting to the embassy, USAID/Washington headquarters, and the State Department); and participating in coordination spaces with other donors (such as the G13) on related issues. The greatest challenges appear to be advising USAID partners on the integration of gender in project design and implementation, and developing trainings and awareness raising for USAID staff and partners.

Indigenous People's Engagement Plan for 2018–2020

Goal: Indigenous people increase their participation equally in social, economic, and political systems in Guatemala.

Intermediate Results:

- Inclusive and innovative partnerships are established with Guatemalan entities that promote indigenous participation (private sectors, government, NGOs, civil society).
- Inclusion of indigenous people in U.S. government and other donor organizations in Guatemala is increased.
- Inclusion of indigenous peoples in development organizations and initiatives (USAID, USAID partners, and others) is increased.

The participation of the IDA, the 2013 Gender-Gap Analysis for the PADs, and the integration of the main findings of gender gap analysis into the solicitation packages and the current CDCS have played a key role in developing and shaping this gender analysis and assessment for the 2019-2024 CDCS. Regarding the design and approval of projects, the MO establishes IDA participation as an obligation in activity design. The IDWG meets quarterly, or as needed, and has representation from all the key offices, as stipulated in the MO. It was not possible during the assessment to obtain the information necessary to assess its compliance with the responsibilities established in the MO. Similarly for the ID POC, the assessment could not establish the extent to which they are fulfilling the role indicated in the MO.

USAID staff knowledge and capacities on gender integration

According to ADS 205 and the MO, all USAID/Guatemala technical personnel must take at a minimum the basic USAID gender training (Gender Course 101). However, an analysis of the online USAID staff and partner survey, to which 30 USAID/Guatemala staff had responded (21 women and 9 men), indicated that 35 percent of the responding staff had not taken any USAID course on gender. Of the 65 percent who had completed the Gender 101 course, only 15 percent completed another type of course (ADS 2015 or a GBV course). The most recent in-person gender training took place in December 2013, in preparation for the gender-gap analysis for PADs. That training was directed at USAID project officers and partner staff, “aiming to enhance their capacities on the basic operational principles of USAID’s new gender policy and implications for design, implementation, and monitoring and evaluation of activities.” The gap analysis process was also designed to build the skills of the mission’s technical staff, by preparing them to carry out gender analysis with minimal support. It emphasized that program officers should have full ownership of the gender-analysis results, including the proposed strategies that USAID partners were expected to adopt. According to information provided by IDA, a regional gender and GBV training in Guatemala will take place in November 2018, mainly for mission staff, though it will also include a one-day training for USAID partners.

The survey shows a gap between the widespread awareness of the importance of gender integration and its practical integration in projects. Though more than 80 percent of respondents considered that gender integration is quite or very important in the design and implementation of projects, only 50 percent reported doing it, either “to a modest extent” (20 percent) or “to a great extent” (30 percent).

In terms of self-assessed gender capacities, 39 percent consider themselves capable or very capable of performing a gender analysis, 51 percent are capable or very capable of integrating the findings of a gender analysis at the level of program and project design, and 43 percent are capable or very capable of developing monitoring systems or indicators. Only 20 percent consider themselves capable or very capable of integrating GBV prevention and response in projects.

The interviews with USAID staff revealed diverse ideas regarding the meaning of integrating gender into projects. Respondents indicated that they had difficulty defining what successful gender integration looks like. Some resistance to change also was expressed, regarding a perceived conflict when promoting women’s autonomy and empowerment involves “changing the way communities live and creating problems in the family.” Increased training and internal awareness activities are necessary among USAID/Guatemala staff, not only to provide clarity on these conceptual issues, but also to present lessons learned and good practices from USAID/Guatemala projects as well as from other USAID and external actors, development programs, and activities.

Gender integration in strategic planning: CDCS and PADs

USAID/Guatemala has made good progress on the integration of gender analyses in strategic planning, both at the CDCS and PAD levels. These achievements are due to the development of a mission-level gender assessment in 2009 as well as a specific gender-gap analysis for each thematic area of intervention in 2013. Both the CDCS and the PADs identify the main gender gaps in each area, while proposing strategies and lines of action to address them. Challenges include the lack of established targets on gender in mission programming, and the absence of specific goals and indicators to measure potential advances. In fact, when looking at the results framework, gender integration is not visible in the documents or in their monitoring, evaluation, and learning (MEL) plans.

USAID Guatemala 2012–2016 CDCS states that “gender inequity is a crosscutting issue that affects the long-term development of Guatemala. All three Development Objectives, whenever possible, leverage networks of women’s groups, focus on issues specific to women and their roles in the family, ensure development of their skills and talents, and promote greater participation in all political and economic activities.”

Gender integration into project development

Developing gender-sensitive solicitations is key for ensuring gender integration in project implementation. Key advances have been identified, but there are also new challenges to address.

First, there is a clear advance in the inclusion of gender equality in solicitation documents, including, in certain cases, requirements for gender expertise among project technical staff. OAA has the responsibility for verifying that gender language is included in contracts and cooperative agreements. Additional progress is needed to ensure enhanced participation of the IDA, the ID POC, and the IA in the development of projects and the award solicitation packages, so they can fulfill their advisory roles. In many cases, the gender language included in a proposal is the same as or similar to the wording of the solicitation. This speaks to the need for project solicitation documents to specify the gender gaps that need to be addressed and the specific approaches needed to address them, along with outcome and output indicators and goals.

Also needed are clear selection criteria or mechanisms for assessing the quality of the gender integration approach in proposals. Currently, according to the information provided, the technical committees in charge of reviewing applications do not have specific criteria for assessing whether a proposal sufficiently address gender equality. As such, the evaluation of proposals tends to rely on the subjective criteria of the AORs/CORs, since the IDA, the ID POC, and the IA do not normally participate in the final selection process. This is a challenge that needs to be addressed, as what is included in the winning bid goes into the final contract and, in most cases, will shape what the final project achieves.

Efforts are also needed to facilitate active and effective citizen participation in project development and implementation, to engage Ladino women and Mayan CSOs in support of their own agendas, and to enhance project oversight, monitoring, and evaluation from a gender perspective.

Gender integration in project implementation

The sample projects selected for the assessment can be categorized into five major groups, with respect to gender integration:

- A. Gender-blind projects that address gender advances and gaps in their design and implementation. These are mostly in the area of agricultural and non-agricultural Economic Growth.
- B. Projects using pilot approaches to support women's groups or to develop strategies for promoting gender behavioral change. These are in the areas of Economic Growth (Agriculture), Health, and (municipal and community) Governance.
- C. Projects specifically developed to address gender equality. These projects are mostly in the areas of Security/GBV and Health.
- D. Non-gender oriented projects that include specific actions or strategies to address gender equality. These include projects in the areas of Education, Climate Change and Natural Resources Management, Governance, and Economic Growth (Non-Agricultural).
- E. Projects that have achieved a substantial level of gender integration as a crosscutting issue. They are mostly in the areas of Education and Climate Change and Natural Resources Management.

Success factors identified for gender integration in project implementation:

1. PD with specific/clear objectives and activities to address gender barriers/gaps, integrated across the project implementation plan
2. AOR/COR commitment, support, and oversight
3. USAID partner commitment on gender equality and women's empowerment, beyond USAID financed projects
4. USAID partner knowledge of the specific sociocultural context of intervention
5. USAID partner with specific technical capacities: project gender advisor and/or a specialized prime/sub-contractor/grantee
6. Specific budget allocated for gender-focused activities and for working with women's groups
7. M&E framework with specific gender indicators and goals
8. Coordination/articulation with women's and GEWE CSOs and groups (indigenous and mixed), at national and local levels

Though the projects in Groups B, C, and D are not fully implementing a gender integration approach, they clearly contribute to the implementation of the GEP. Group A and B, and particularly group A, require an internal revision to identify key gender entry points and potential activities for addressing gender gaps, to ensure some compliance with the USAID Gender Equality Policy. Fortunately, many of the project partners assessed have gender specialists as part of their permanent staff. However, these gender specialists have varying levels of conceptual clarity and gender capacities, as well as variable levels of influence within their organization (based on the level of support from the COP). A significant number of the projects assessed also have gender plans. Gender Action Plans have a positive impact on program implementation when the plan is explicitly integrated into the project work plan and when it involves, not only "doing additional things," but also "doing things differently." When it is not integrated, it is considered a burden and becomes marginalized. USAID does not provide specific guidance or templates to produce the gender plan. As well, there are no specific, clear guidelines to assess the validity of a gender plan in terms of expected results. The research team particularly noted a lack of gender specialists and gender integration plans in the economic growth (agriculture) sector as a whole.

Few of the projects had developed gender-specific goals, and if they exist, they are mainly focused on women's participation in events or trainings.³ Few projects have specific gender indicators, which would allow for projects (and AORs and CORS) to monitor advances in gender equality beyond the participation

³ Only two projects were found to have specific gender goals in terms of outcome: CEO and Health Education Project+.

of men and women in programs.

Although the budgets of the projects have not been reviewed for this assessment, many interviewees from both USAID and partner staff highlighted the need for budget components specifically focused on the integration of gender into projects.

Numerous projects are now beginning to integrate indigenous advisors as part of their technical staff, presenting a clear advance in addressing the challenges identified in the USAID/Guatemala integrated Indigenous Engagement Plan. Two of the projects also include indigenous organizations as subcontractors. One challenge arises when the contracted organization addresses the needs and interests of indigenous peoples but does not prioritize gender inclusion. As such, it is necessary to ensure that both the subcontractors and the advisors are aware of and clearly address gender inequality gaps within the indigenous communities, promoting positive behavioral change with a specific emphasis on women's autonomy and participation in decision-making.

Project monitoring and reporting

“Since women and men experience development differently, it is critical that projects are developed, monitored and evaluated with indicators that determine if any gender gaps are closed and if gender equality and female empowerment goals have been achieved.”⁴

Most USAID/Guatemala projects are required to submit their MEL plan within 90 business days after signature of their award. A limitation encountered and not only for gender, is that each project produces its MEL plan and chooses its indicators independently of other projects in the same sector. In most cases, they select standard USAID indicators, which focus mainly on the sex disaggregation of project indicators (e.g., participant lists). Another challenge is that some projects do not include specific gender indicators and monitoring mechanisms in their MEL plans. (Examples of gender indicators are identified for each sector, in the following chapters.) Finally, little progress has been achieved thus far on data disaggregation by age group or ethnicity.

With respect to reporting, projects generally focus on specifying the number of women, men, and youth participants, without addressing more substantive changes in gender equality.

Project evaluation

All USAID project evaluations carried out since 2013 have assessed whether the projects addressed gender gaps. For two of the evaluations, in particular, the recommendations for achieving better gender integration were taken into consideration, and corrective actions were put in place during project implementation.

Coordination with USAID partners

The 2013 assessment noted that USAID/Guatemala has provided limited guidance and training on gender integration to its partners. In 2013, the Office of Economic Growth and the IDA organized a meeting with USAID partners working on agriculture projects to discuss proposed project-level interventions, in light of the Gender Gap Analysis. That same year, USAID/Guatemala held a gender training for partners. No trainings have taken place since.

For individual projects, many partners interviewed indicated that their AORs/CORs rarely ask for

⁴ USAID. Gender Sensitive Indicators for Use in Europe and East Asia, 2016.

information on the integration of gender into their work. Many recommended that USAID/Guatemala provide them more frequent guidance regarding standard definitions and expectations in this area, and that the AORs/CORs be more consistent and systematic in requesting information in this domain. Such guidance would not only improve the integration in gender into projects, but would also promote the exchange of lessons learned between various projects and partners. This, in turn, could encourage synergies among projects and bring greater attention to advances and challenges. The first semi-annual meeting of the expanded IDWG (September 2018) and the GBV and gender integration training for USAID personnel and partners (November 2018) present opportunities to explore lessons learned and to enhance USAID staff gender capacity.

Coordination with external stakeholders

The USAID/Guatemala IDA participates in a gender technical roundtable of the G13 Donor Group, chaired by U.N. Women, which is designed to coordinate members' gender equality initiatives to avoid overlap and duplication. In addition, USAID is currently evaluating the opportunity to participate in the European Union Spotlight Initiative, which focuses on the prevention of violence against women. One of the USAID/Guatemala Security projects, the Youth and Gender Project (implemented by Chemonics), has presented their activities to the members of the Gender Working Group of the G13 and has also participated in meetings about the Spotlight Initiative.

No other specific gender-coordination mechanisms have been identified at the national level, nor at the regional level for the Western Highlands. The lack of a regional coordination mechanism is challenging for USAID staff and partners, because it limits their ability to benefit from the knowledge, strategies, and methodologies that women's organizations in the region have developed to address obstacles in this domain.

3.3 RESULTS OF THE USAID/GUATEMALA STAFF AND PARTNER SURVEYS

From May to June 2018, the Banyan Global research team conducted a survey of USAID/Guatemala and partner staff knowledge, attitudes, and practices on GEWE integration. USAID/Guatemala staff responded to the survey in English, and partner staff responded in Spanish (See Annex F for detailed survey results). Note that the survey relied on self-reporting, and therefore reflects respondents' perceptions of their knowledge and practice in this area.

Thirty out of 65 USAID/Guatemala staff responded to the survey, of which 20 completed the survey in full, representing approximately 31 percent total staff in Guatemala. (Six additional staff completed only part of the survey.) Respondents were 27 percent women and 69 percent men; 4 percent of respondents identified their gender as "other." Respondents included staff from Economic Growth, Health and Education, Democracy and Governance, Planning and Program, Executive Office, and Acquisitions and Assistance. The largest sample was from the Health and Education Office (33.3 percent).

Among partner staff, 66 completed the whole survey and 11 respondents completed only part of the survey. Respondents were 57.1 percent female and 42.9 male. Additionally, 36.7 percent of the respondents were directors of a USAID-funded program, 50.6 percent were technical staff of a USAID-funded program, and 12.6 percent were gender and/or social inclusion advisors at the project level.

Survey criteria for measuring attitudes, perceptions, knowledge, and practice

The survey measured knowledge, attitudes, and practice with respect to the following GEWE integration tasks:

1. Understanding specific issues of gender equality and women's rights in Guatemala
2. Conducting an analysis of gender equality and women's empowerment
3. Integrating gender-equality analysis findings into project/program design
4. Implementing gender equality and women's empowerment programming
5. Selecting and monitoring project/program indicators that measure changes in gender equality or women's empowerment
6. Integrating GBV prevention and response into programming
7. Integrating LGBTI considerations into the design and implementation of programming
8. Integrating the needs of PWD into the design and implementation of programming⁵

Attitudes and perceptions on GEWE integration in the program cycle

Between 84.6 and 92.3 percent of USAID staff judged the first five integration tasks to be quite or very important. Only 73 percent indicated the same for task 6 (integration of GBV prevention and response), and only 69.2 percent indicated the same for task 7 (integration of LGBTI into programming). Between 90.4 and 93 percent of partner staff considered the first four tasks either quite or very important, and 83.6 percent did so for task 5 (selecting GEWE indicators). For the remaining tasks, 75.4 percent of partner staff said the same for GBV integration, 56.2 percent for LGBTI integration, and 64.4 for the integration of persons with disabilities.

USAID staff and partner staff differed regarding the level of importance they assigned to task 6 (the integration of GBV prevention and response into programming) and task 7 (the integration of LGBTI considerations into the design and implementation of programming), though on average, fully 90.8 percent of USAID staff and partners judged these tasks to be at least somewhat important.

GEWE knowledge in the program cycle

On all the integration tasks, USAID partners reported having more knowledge than USAID staff did, especially regarding the integration of GBV and LGBTI considerations into programming. On the first seven tasks, an average of 63.1 percent of USAID partner staff but just 34 percent of USAID staff indicated that they are knowledgeable or very knowledgeable. Similarly, 62.6 percent of partner staff and just 19.2 percent of USAID staff indicated the same regarding the integration of GBV into the design and implementation of programming, while 30.1 percent of partner staff and 19.2 percent of USAID staff indicated the same on the integration of LGBTI considerations into the design and implementation of programming. The same pattern is seen for "very knowledgeable" responses, for all tasks.

Access to GEWE training

Gender Training during Career. The survey data indicate that 65 percent of USAID staff have participated in more than one full day of training, while 25 percent have participated in one full day (or less) of gender training and 10 percent have not participated in any gender trainings during their careers. A similar 17.1 percent of partner staff have never participated in gender trainings in their career. Of those that have received training, 7.1 percent participated in one day or less of training and 90 percent received more than one day of training.

⁵ This last task was only included in the survey for USAID Partners, and not USAID staff.

Access to Gender Analysis Tools. Sixty percent of USAID staff and 44.3 percent of USAID partner staff have access to gender analysis tools. Examples of tools accessed by USAID staff members include trainings from previous employers or USAID programs as well as the World Bank Guidelines for Gender-Sensitive Programming and the Women’s Empowerment in Agriculture Index (WEAI) training.

Among partner staff, 44.3 percent reported having access to gender analysis tools. Examples of the tools cited include the Interagency Gender Working Group tools, the 2016 USAID Gender Equality and Female Empowerment Policy, the Oxfam and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) Gender Toolkit, Gender-Responsive and Climate-Resilient Agriculture for Nutrition (and other tools for rural extension), Guide on Social Inclusion and Gender Equity (USAID, 2015), gender integration guides in educational material, tools developed by the Inter-American Development Bank (IDB), and the Women’s Economic Empowerment Guide (Oxfam).

GEWE in practice

A slightly larger percentage of partner staff than USAID staff reported having integrated GEWE into programming (42.6 vs 35.8 percent). For USAID staff, between 25 and 50 percent reported integrating GEWE to either a modest or great extent: 30 percent reported conducting a gender analysis during the project/program design phase; 40 percent reported integrating gender analysis findings into the USAID strategic framework; and 50 percent reported integrating gender analysis findings into USAID program or project design. Additionally, 40 percent reported (to a modest or great extent) selecting and monitoring project/program indicators to measure changes in gender equality or women’s empowerment; 30 percent reported the same for integrating GBV prevention and response in the project/program design and implementation; and 25 percent reported the same for integrating LGBTI considerations in the design and implementation of programming.

A slightly higher percentage of partner staff reported integrating GEWE practices: 50 percent reported (to a modest or great extent) conducting a gender analysis during the project/program design phase; 57.2 percent reported the same for integrating the results of a gender analysis in the design of a project/program; and 45.7 percent reported the same for selecting and monitoring project/program indicators to measure changes in gender equality or women’s empowerment. Additionally, 44.9 percent of partner staff reported to a modest or great extent integrating GBV prevention and response into the project/program design and implementation; 25.7 percent reported the same for integrating LGBTI considerations into program and project design and implementation; and 34.3 reported the same for integrating the specific needs of people with disabilities.

Obstacles to gender integration in the USAID program cycle

USAID staff cited several obstacles to gender integration in the program cycle. The obstacles most cited were: limited staff training on gender (55 percent); limited staff time (55 percent); limited financial resources for gender programming (50 percent); limited staff capacity (40 percent); and limited availability of gender tools (30 percent). USAID partner staff most often cited as constraints the limited availability of gender tools (61.4 percent), the cultural context of the country (55.7 percent), limited staff time (42.9 percent), and limited staff capacity (40 percent).

Access to support for gender integration

More than a few USAID staff members reported not having access to the following types of gender-related technical support: USAID Mission Gender Adviser, Technical Expert, or Focal Point (25 percent); USAID Regional Gender Adviser or Technical Expert (60 percent); USAID/Washington Gender Adviser or Technical Expert (45 percent); or other in-country institutional Gender Technical Support (60 percent).

Most of those who do have access to technical support reported that they seek it out less than once a month.

An almost identical percentage of partners reported not having access to resources: 48.4 percent of partners, compared to 47.5 percent of USAID staff. Specifically, the following percentages of partner staff reported not having access to support: USAID courses about gender (56 percent); person responsible for gender within their organization (23.8 percent); gender commission/committee within their organization (56 percent); courses on gender integration provided by their organization (38.8 percent); and other resources (66 percent). The majority reported seeking access less than once every six months to three key resources — USAID courses, the person responsible for gender, and courses on gender integration by their organization. Roughly one-quarter reported seeking such access either more than once a month or less than once every six months (24.6 percent for both groups); a slight majority reported seeking some other form of support more than once a month.

Dedicated funding for gender integration

Fifty-five percent of USAID staff and 25.7 percent of partner staff reported they have no funds for gender integration; 20 percent of USAID staff and 45.7 percent of partner staff reported that funds exist, but they are insufficient. Approximately 25 percent of both USAID and partner staff reported that the funds they have are sufficient.

4. SECURITY SECTOR

4.1 OVERVIEW OF THE DO ON SECURITY AND JUSTICE

Development Objective I of the CDCS focuses on “Greater Security and Justice for Citizens.” This objective is directly linked to the Central America Regional Security Initiative (CARSI) and is aligned with the U.S. Government Strategy for Central America and the Counter Illicit Trafficking Strategy.

The DO describes three Intermediate Results (IRs):

- IR1: Improved Governance of Key Public Institutions
 - Sub-IR 1: Strengthened the prosecution and adjudication of crime.
 - Sub-IR 2: Improved management, administration, and coordination among key institutions.
 - Sub-IR 3: Strengthened the accountability, transparency and responsiveness of key public institutions.
- IR2: Reduce levels of violence and conflict in target areas and populations
 - Sub-IR 1: Increased resilience of at-risk communities to violence and social conflict in target areas.
 - Sub-IR 2: Vulnerability of at-risk populations reduced.
- IR3: Citizen Voice and Responsible Participation Increased
 - Sub-IR 1: Increased citizen representation and effectiveness of citizen participation mechanisms at community and municipal levels.
 - Sub-IR 2: Increased citizen voice through coalition building.
 - Sub-IR 3: Increased civic engagement.

The DOI Results Framework includes 16 indicators, including 2 at the DO level and 3 indicators by Intermediate Result (also called Outputs). According to the USAID/Guatemala Performance Management Plan (PMP), none of these indicators are gender sensitive, nor are those related to population required to be sex disaggregated.⁶

The USAID Citizen Security Gender Gaps Analysis (GGA) for the PAD identified 11 gender gaps relevant to the Security PAD:⁷

- I. The disproportionate effect of GBV and human trafficking of women and girls.

⁶ USAID/Guatemala. USAID/Guatemala Performance Management Plan PMP. March 2018 update, 2018.

⁷ The gaps summarized here correspond to the questions, “Gender Gap? And Relevant to PAD?”. The USAID/Guatemala Citizen Security Gender Gaps Analysis 2013 identified gender gaps relevant to PAD for 11 out of the 12 dimensions analyzed.

2. Extreme vulnerability to domestic violence and the significant impact of domestic violence on children of both sexes, who are more likely to repeat cycles of violence as adults.
3. High vulnerability of LGBT community to violence, including murder.
4. Increased risk of violence to women and girls, including sexual abuse, from men and boys who are gang members
5. Specific obstacles to participation are faced by women, who would be potentially more available to participate where the majority of men work outside the community.
6. Women police officers face a very challenging work environment, reporting significant discrimination, abuse, and fear.
7. There is a network of national and local organizations working on women's empowerment in Guatemala. There is no equivalent working on engaging men or promoting gender equality more broadly.
8. Access to justice for women victims of violence remains constrained in practice, by a lack of awareness of the law and by economic barriers to its application.
9. There is now a justice infrastructure to specifically address violence against women. However, impunity in cases of violence against women and LGBT persons remains high.
10. There is a growing network of organizations providing victim's assistance services to women. However, assistance is constrained by persisting deficits, including a lack of shelters for victims of violence, limited legal assistance, and limited GoG support.

The Citizen Security PAD clearly includes a specific focus on addressing GBV, including intimate partner violence. It also addresses trafficking in persons and human rights violations committed during the armed conflict. The strategies to address GBV emphasize strengthening victim assistance services, bolstering the Public Ministry (MP) (with specialized prosecution units for addressing crimes against women), and supporting civil and family law and juvenile justice. The PAD also includes a commitment to promoting the participation of women and youth and their organizations, including indigenous organizations. It mentions in particular a focus on promoting gender and ethnic diversity in police hiring. Though the PAD does not systematically integrate gender, it does tackle most of the gender constraints identified in the 2013 Gender Gaps Analysis, with the exception of addressing violence against LGBTI.

4.2 GENDER INTEGRATION IN THE PLANNING AND PROJECT CYCLE

USAID/Guatemala's security sector programming is quite broad, both in the number of projects and the types of programming. The sample analyzed covered nine of the 14 projects of the Office of Democracy and Governance, corresponding to 64 percent of the total of projects under implementation. Four were focused on violence prevention at the municipal and community levels, three on strengthening crime prosecution and victim support and access to justice, and three on direct support for either trafficked youth or returning migrants. The projects assessed included the following:

- CONVIVIMOS
- Community Roots Project

- Urban Municipal Governance (UMG)⁸
- Escuintla in Violence Prevention (IEPADES)
- Security and Justice Sector Reform Project (SJSRP)
- Youth and Gender Justice Project (G&J)
- El Refugio de la Niñez
- Growing in Peace Project (ALA)
- Return and Reintegration in the Northern Triangle Program (Regional)

The main focus of USAID/Guatemala security programming is violence prevention at the community and municipal levels in areas of high violence, in particular in Guatemala City and WH. To prevent violence, the programming focuses on developing municipal and community prevention plans designed to address the risks and realities of violence in each community, in coordination with the communities (with Community Development Councils (COCODES), schools), the municipalities, and the central government institutions in the territories.

The portfolio of projects analyzed in this assessment are impressive in their size and diversity. This assessment presents their main advances and challenges on gender integration, based on the documents available and consultations with USAID partner staff and other key stakeholders. Some of the key findings on the project gender focus are the following:

- All projects on security, particularly those focused on institutional strengthening, have a clear and strong focus on gender and address gender gaps identified in a gender integration plan.
- At the national level, USAID/Guatemala's support for the development of institutional capacities to improve gender integration and to address GBV in the Security and Justice institutions in Guatemala is particularly focused in the Judiciary (OJ), the Public Minister (MP), and the National Civil Police (PNC). Strategies are focused on providing multi-sectoral support services to GBV survivors and on reducing the justice system backlog on prosecuting cases of GBV. The projects at this level combine specific actions to address GBV and discrimination against women (in the police force) with activities to promote gender-integration capacities within the institutions they support (Security and Justice Sector Reform Project or Escuintla Violence Prevention Project).
- At the municipal and community levels, the focus is on promoting the participation of women in planning processes regarding violence prevention, information dissemination and sensitization on GBV prevention, and strengthening the capacities of the DMMs and the municipal women's commissions.

Gender integration in project documents

- Gender equality-focused activities are integrated into projects working at the national level on institutional strengthening, and in most cases also at the community and municipal level. Some challenges exist in identifying and addressing gender gaps among youth, LGBTI, and GBV that affects both women and men (such as Trafficking in Persons (TIP)).

⁸UMG has also been considered as a governance project, as it addresses both areas of intervention, with more or less the same intensity.

Gender capacities among USAID partners

- All of the projects assessed have technical personnel specialized in gender equality. The technical personnel interviewed, in general, appear to have a clear idea of the gender constraints that limit gender equality and women's participation. This is particularly evident with the staff of the projects working on strengthening institutional capacities for addressing GBV.

Gender integration plans

- The SJSRP, CONVIMOS, and Urban Municipal Governance (UMG) projects have GIPs.⁹ All of them have developed clear and organized GIPs, which include strategies and actions across project IRs. They do not, however, include specific indicators or budgets for their monitoring and implementation.

Security and Justice Reform Project

- Sentences pronounced (GBV)
- Increase of citizen satisfaction with service delivery by MAI/MP in Guatemala City

Gender and Youth Justice Project

- Percentage change in GBV cases filed in the PM in which an accusatory instrument is filed
- Percentage change in number of GBV cases with a final verdict
- (GNDR-6) Number of people reached by a USG-funded intervention providing GBV services (e.g., health, legal, psychosocial counseling, shelters, hotlines, other)

Monitoring, Evaluation and Learning Support plans and indicators

- SJSRP and the Youth and Gender Justice projects include specific, customized gender-outcome indicators and related goals. This is largely unique within the security sector. This is a step forward and shows a significant advance in terms of being able to identify the impact of the interventions on addressing gender gaps.
- There have been relevant advances in ensuring gender-disaggregated data and integrating gender analysis.

Reporting

- Reporting on actual gender integration in project implementation is extensive. Some challenges are noted in reporting gender integration with respect to youth, TIP, and LGBTI.

4.3 ADVANCES, GOOD PRACTICES, AND CHALLENGES

The portfolio of projects assessed is broad and extensive. The main advances and challenges identified are discussed by topic.

Development of institutional capacities for gender integration

USAID/Guatemala's support for the development of institutional capacities on gender integration in security and justice institutions is significant at the national level. The support comprises strategies and actions that improve public awareness and access to justice for GBV survivors as well as initiatives to enhance the prosecution of cases of GBV. The advances and challenges highlight relate to the design of strategies to achieve gender integration and not the impact of the strategies, which is beyond the scope of this assessment.

⁹ The Youth and Gender Justice project does not have a GIP, as it is a project that focuses specifically on GBV and TIP.

Gender integration in Security and Justice Programming. USAID support for programming in this domain is undoubtedly significant. Advances here include strengthening the gender institutional framework within the security and justice institutions, integration of the gender equality and GBV prevention and response into national security policies, and capacity building for staff in pertinent government ministries and institutions.

Programming highlights include: USAID support for the development and implementation of gender-equality policies in the MP, Judicial Authority (OJ), and PNC; support for review of the training curriculum of the MP and the OJ with regard to gender integration; and provision of materials and extensive MP and OJ staff training on gender equality, with cooperation from the SJSRP and Escuintla Prevention of Violence projects. Other initiatives include support to IEPADES to address gender gaps within the PNC in the Escuintla Police Station, including a diagnostic and a gender plan incorporating affirmative actions and training. Through the Youth and Gender Justice Project, USAID support to the MP facilitated development of the Democratic Criminal Policy of the State of Guatemala (2015–2035), where GBV is highlighted as one of the most serious crimes in the country.

Important contributions to strengthening the state's capacity to attend to GBV survivors. USAID/Guatemala has developed a wide range of actions to strengthen and expand the state's response to GBV, mainly directed at the Public Prosecutor's Office and the National Institute of Forensic Sciences (INACIF). Particularly noteworthy is the re-engineering of the Government of Guatemala's (GBV) Integral Attention Model (MAI), which is a one-stop center providing multi-sectoral services to GBV survivors within the MP. A comprehensive MAI is based in the Gerona neighborhood of downtown Guatemala City, and similar such comprehensive MAIs will soon be put in place in Mixco and Villanueva (municipalities of the department of Guatemala). MAIs with less comprehensive services are also present in eight other departments.

The implementation of the MAI marks an important step forward in GBV response services, as a place where survivors can access legal and psychological support, medical care, and forensic services; request and obtain urgent protection measures; and even initiate criminal proceedings. GBV survivors save time and money because they do not have to go to multiple locations to receive services. Having all of the services available in one place also reduces the risk of re-victimization, because the survivor only tells her story once, to specialized staff. The center also provides for care of minors while survivors receive attention, and they include Q'eqchi and Kaqchiquel interpreters in their permanent staff. Most importantly, the MAI is implementing a survivor-centered approach to GBV, which is supported by published manuals and working guides on this approach.¹⁰

Another important initiative in service coverage is the GBV panic button, which is a phone application that GBV survivors can download and use to discreetly call the police when they feel threatened.

Advances in the investigation and prosecution of crimes of GBV. Significant advances have been made in training of staff at all levels (including psychologists, social workers, and doctors) at the Office of the Women's Prosecutor and the Femicide Prosecutor's Office. Trainings are designed to enhance the implementation of a survivor-centered approach to GBV, and to enhance the capacities of prosecutors to use a gender-sensitive approach to litigation. Protocols for investigating crimes of violence against women have also been updated.

Another advance is USAID's support to INACIF to improve its GBV research capabilities, through the provision of equipment, training and action protocols for forensic investigation. In particular, the

¹⁰ "The Rights of the Victims of Crime" and "The Competency Standards for Staff Attending Victims " that are expected to be institutionalized by the MP.

performance of genetic tests — although not specifically directed towards research in GBV — has supported advances in the investigation of crimes of GBV.

Access to justice. USAID has supported trainings for the OJ Trial Courts, Courts, and Appeals Courts, focusing on femicide, GBV, and trafficking. Trainings present the GBV legal framework and disseminate legal arguments with a gender perspective to the judges of femicide cases.¹¹ Some of the courses developed have been integrated into the curriculum of the Institute of Judicial Studies.

Cultural relevance of the services. Though the MAI in Gerona has full-time interpreters for the two main Mayan languages, there is no evidence that the MAI employs an indigenous-sensitive approach. An integral model should account not only for language, but also for the cultural appropriateness of the services—particularly in terms of psychological and medical assistance and social protection.

Centralization. Another challenge is the concentration of comprehensive services in the department of Guatemala, which severely limits access for the most vulnerable and poor, particularly in rural areas. Forthcoming USAID support for the development of comprehensive MAI in two other municipalities will be critical, but more geographically dispersed services are also needed in other departments of the country. It is especially important to consider setting up centers in municipalities of the WH, and to advocate with the government of Guatemala to ensure a greater commitment to developing the more comprehensive MAI model.

Sustainability of actions. In general, strengthening state institutions, as the main drivers for bringing attention to GBV survivors and criminal prosecutions, is good practice to ensure the sustainability of USAID investments. Challenges that could impede the continuation and expansion of the USAID/Guatemala-supported advances are mainly related to partner institutional weaknesses, including the continuous rotation of personnel, especially at the management levels of key government institutions. For example, the planned startup of the Victim Support Institute within the OJ (D.21-2016),¹² to replace the Legal Coordination of Integral Assistance to Victims, should be an important step forward in terms of attention to GBV survivors. However, delays in putting in place the new institution have undermined the work carried out thus far and may also weaken existing coordination efforts with the MAI.¹³

Uncoordinated and obsolete GBV databases and information systems. USAID support is essential for strengthening and integrating the GBV incident-data recording systems within the institutions serving GBV survivors. Currently, the systems are not integrated; several of them, notably in the OJ, are obsolete and require urgent updates.¹⁴ Providing support in this area is essential for providing accurate data on incidents of GBV and to track the efficiency and impact of existing mechanisms, services, and institutions.

Limited work with referral networks and women's organizations specialized in GEWE. There is also the need to support and strengthen GBV referral pathways, in Guatemala City and the other municipalities where USAID works. The referral pathways must link the MAI with CSOs and other regional and municipal government institutions, which can and do provide psychological and legal support to survivors.

In most cases, referral pathways are weak and poorly organized, in particular at the municipal level. And with the exception of women's organizations, the majority of those that integrate referral pathways do not have a gender perspective.¹⁵ The research team identified only one USAID project (Youth and Gender Justice Project) that works on strengthening the clinics in public hospitals that treat sexual violence

¹¹ Interview with Security and Justice Program. C.W, A.F, A.M, June 13, 2018.

¹² Grupo Guatemalteco de Mujeres GGM. Informe Anual de Muertes Violentas de Mujeres, 2016.

¹³ Interview with Security and Justice Program. C.W, A.F, A.M, June 13, 2018.

¹⁴ Judicial Organ, D.A.T, June 13, 2018.

¹⁵ Interview with Youth and Gender Justice Project, June 12, 2018.

survivors as part of the Ministry of Health (MSPSS).

The (Mayan and Ladino) women's organizations that comprise the GBV referral pathway have experience and expertise in supporting survivors, but they are mostly underfinanced and have limited resources to support survivors in a comprehensive manner. Recently, the Youth and Gender Justice Project provided a subgrant to the Association of Women Weavers to provide psychosocial, legal, and economic support to GBV survivors — the only USAID initiative to engage a CSO in culturally appropriate GBV services provision. Thus far, the amount of funding is rather limited and could be enhanced.¹⁶ No USAID support has been provided to the Government of Guatemala Centers for Comprehensive Care of Violence Against Women (CAIMUS), which provide key services, including shelter, to GBV survivors in high risk situations.

“Yes, there is more dialogue in the families, some things have improved. Families go to the parent school where they learn about relationships between family members. We learn to break the silence, to get rid of the fear, to make complaints anonymously. We also talk with our female neighbors, so they can identify violence as something bad and that must change.”

— Woman participant in
CONVIVIMOS, June 12, 2018

Coordination between donors and between USAID projects. As there are several donors in addition to USAID that promote the capacity-building of the OJ and MP, it is important to ensure coordination among donors to avoid duplication and ensure greater efficiency.

Integration of the needs and interests of women in community and municipal diagnostic and planning processes

As discussed in the Governance Section, a key facet of USAID governance and security support is directed toward women's participation and leadership, ensuring the ability to express their needs in municipal-level governance processes, particularly in the context of community and municipal (violence prevention) diagnostic processes. This process is critical for making visible the specific risks that women face, including high levels of social violence. Some USAID projects also included efforts to integrate the needs identified by women in the Annual Operative Plans of the municipalities.¹⁷

One challenge in this area has to do with the diversity of methodologies adopted by USAID partners to carry out the diagnostic process. Of course, USAID partners work in specific socio-geographic contexts (rural communities in WH, urban communities with high levels of violence near the capital, and urban communities); nevertheless, they could share much more information in terms of lessons learned and good practices on enhancing women and youth participation in different community contexts. Good methodological practices include developing baseline data at both the community and participant level (individuals and households). Future data collection efforts could analyze nuances by sex, age, and other factors, and also identify specific forms of violence that affect specific groups, such as violence against women and children.¹⁸ They could also provide an opportunity to analyze how similar situations (such as migration or gang violence) affect people differently. In terms of challenges, more attention needs to be given to identifying gender gaps at the household level relating to property ownership (land, housing, etc.): often, property that is identified as family assets legally belongs exclusively to men.

The participation of women and youth. All USAID interventions at the community level aim to encourage the participation of women and youth in community spaces. USAID partner technical staff interviewed indicated that, although there is a greater increase in the participation of women and youth at the municipal level, at the community level there is little progress—particularly for women. The main

¹⁶ The grant is USD 30,000 for six months.

¹⁷ Interview with Convivimos Y.R, N.S and N.G, June 12, 2018.

¹⁸ Interview with UMG, P.C, A.T, S.V June 14, 2018.

constraints are related to the high prevalence of sexist attitudes; in the case of urban communities, these attitudes are often related to the high presence of gangs.¹⁹

There is also a need to revise methodologies and to carry out more targeted actions that respond to women's needs — beyond community awareness-raising and encouraging women to participate in activities. For example, promoting the use of places and meeting spaces for women only, where they can learn about their rights, though it usually does not produce immediate results, can create strengthened groups that can address the norms and practices that limit women's participation. Though not much information was gathered about it, participants in CONVIVIMOS mentioned a promising practice: the implementation of a women's network at the community level.²⁰

Several projects carry out activities to promote youth participation. According to interviewees, youth are notably open to express their own experiences regarding violence, and are also much more receptive to new ideas about the relationships between women and men.²¹ Projects need to establish greater coordination, sharing experiences that promote the prevention of violence against women and the empowerment of women and girls, such as in the UMG undertaking with the Opening Opportunities (*Abriendo Oportunidades*) and Safe Cities (*Ciudades Seguras*) programs.²²

Behavioral change on gender equality. The Girls of Mixco Moving Forward initiative, developed by CONVIVIMOS, undertakes gender-equality awareness campaigns focused on questioning traditional gender roles. In assessing the impact of training and sensitization activities, some women participants highlighted some changes occurring at the family level, including the participation of mothers and fathers in parent-focused activities (*Escuela de Padres*).

There are some constraints reported when working with men to promote mentality and behavior change. Some interviewees mentioned the difficulty of engaging men in the meetings and activities.²³ This finding highlights the need to review the strategies and to consider implementing activities that may attract men and increase their participation in awareness-raising processes.

Addressing GBV at municipal and community levels. Intimate partner violence, according to many of the sources interviewed, is a significant problem everywhere in Guatemala.²⁴ All projects are focusing efforts at different levels to strengthen the DMMs and the municipal women's commissions: promoting GBV prevention in municipal planning, engaging the municipal commissions of prevention (COMUPRES), and addressing GBV in municipal development plans. According to some interviewees,²⁵ some progress has been made, though the research team was not able to verify this.

One weakness relates to the lack of efforts to strengthen the referral pathways for victims of violence at the municipal and community level, linked ideally to community and municipal prevention plans. Exceptions that stand out are the subgrants from CONVIVIMOS to the Center for Investigation, Training and Support for Women (CICAM)²⁶ as well as the Escuintla-Prevention of Violence project's shelter created in Escuintla.²⁷ No additional similar efforts have been identified.

Similarly, only some projects are working to strengthen the capacities of central government institutions

¹⁹ Interview with M.V. y D.G, June 12, 2018. CONVIVIMOS Y.R, N.S and N.G, June 12, 2018.

²⁰ Ibid.

²¹ Ibid.

²² Interview with Urban Municipal Governance. P.C, A.T and S.V, June 14, 2018.

²³ Interview with Convivimos Y.R, N.S and N.G, June 12, 2018.

²⁴ Interview with UMG. P.C, A.T and S.V, June 14, 2018.

²⁵ Interview with Convivimos E.M and E.C, June 12, 2018

²⁶ Interview with Convivimos M.V, June 12, 2018.

²⁷ Interview with UMG. P.C, A.T and S.V, June 14, 2018.

in communities and territories in a more targeted manner. Challenges have been identified in working with the PNC, as the main representatives of security institutions at the local level.

The strengthening of the DMMs. All the USAID projects working at the municipal level have specific activities to strengthen the DMMs. Some are focused on training and capacity building and others on improving the physical conditions of offices. According to one project, there are advances regarding the capability of DMMs and Women's Municipal Commissions to oversee the gender budget classifier system.²⁸ The characteristics and capacities of the different DMMs are diverse, and in general there is still a strong need for strengthening both the DMMs' staff and the DMMs' coordination with other municipal offices. Such strengthening would support better coordination of strategies and enhance mutual learning between the different DMMs.

The articulation with local women's organizations. In most projects, there is a lack of coordination with local women's organizations and limited efforts to promote their strengthening. A positive step is their inclusion in the subgrants processes, which allows GEWE CSOs to contribute their expertise to the project interventions.²⁹

Attention to migrant returnees from the United States. Only one of the projects analyzed addresses migrant returnees from the United States and Mexico — the regional project Return and Reintegration in the Northern Triangle Program, implemented by the International Organization for Migration. The project supports returnees traveling to their communities of origin, focusing on unaccompanied minors (boys and girls) and family units with minors.

The intervention has three components: providing the returnees with basic cleaning kits and transport and accommodation for up to 72 hours (for families and minors traveling to their communities), as well as medical and psychological assistance; remodeling some country entry points; and developing vocational training for young returnees.

There are several limitations of this intervention. First, although attention is provided to the returnees, there are no trained personnel or measures to identify and address potential risks that may arise in the return. For example, although there is a protocol and a referral pathway for cases of GBV (including trafficking in persons), to date there has not been reported a single case of human trafficking.³⁰

A second limitation is the selection of the vocational training processes; these were developed based on the opinions and interests of returning girls and boys and not on market demand. They fail to consider strategies to promote the access of young women to non-traditional careers, or promote the eradication of sexist stereotypes that prevent both girls and boys accessing training courses in areas not necessarily corresponding to gender expectations.³¹

Trafficking in persons. USAID projects on trafficking in persons have focused on supporting the work carried out by two shelters managed by CSOs, the Refugio de la Niñez and the Asociación La Alianza (ALA). In addition, the Youth and Gender Justice project is supporting the Government of Guatemala on TIP prevention and prosecution.

The shelters work mainly with children survivors of sexual assault, rape, and trafficking-in-persons. The interventions focus on guaranteeing comprehensive attention to survivors during their recovery processes in the shelters, facilitating family reintegration (where possible), and developing TIP-prevention actions in the communities. In the Security and Justice Sector Reform Project (SJP) project, USAID also supports

²⁸ Interview with Convivimos M.V., June 12, 2018.

²⁹ Interview with UMG. P.C, A.T and S.V., June 14, 2018; Convivimos M.V y D. G Interview, June 12, 2018

³⁰ Interview with OIM. J.C., June 11, 2018.

³¹ The courses currently in place are mechanics, home electricity, and acrylic fingernails.

the Secretariat of Prevention against Trafficking and Sexual Exploitation (SVET) in developing alliances at the local level to strengthen its prevention and care strategies.³²

The work that the Refugio de la Niñez and ALA undertake is important and necessary, in a context in which public resources for the protection of TIP victims are very scarce and weak. The centers provide comprehensive psychological, social, and educational support, together with all the necessary life support during the time that the young women are in the shelter. Particularly important is the organization's support for family reintegration, not only for preparing families to reintegrate young women but also for building community-support networks for the youth once they are back with their families.³³ There are some challenges with the lack of support strategies to prepare the survivors for reintegration in society, once they turn 18 and have to leave the shelters. Another challenge is the financial sustainability of the shelters, which mainly depend on funding from international donors. The ALA shelter receives all of its funding from USAID.

The Youth and Gender Justice Project has focused on training the specialized prosecutor offices on TIP in the MP. The Mission must, however, extend the concept of trafficking beyond trafficking for the purpose of sexual exploitation to include other forms of trafficking that have a high incidence but are barely recognized in the country. These include trafficking for the purpose of labor exploitation that, according to some sources, is a serious problem, particularly for domestic workers.³⁴ In addition, there is a need to strengthen the capacity of the Solicitor General's Office (PGN), in terms of gender sensitivity in its approach to childhood — a relevant weakness identified during the consultations.³⁵

Security and access to justice for LGBTI. Interventions in this regard are limited.³⁶ CONVIVIMOS focuses on identifying on violence against the LGBTI population. The Youth and Gender Justice project has begun to support the Lambda Organization on LGBTI hate-related crime prevention and response. At the national level, IEPADES is developing a criminal policy and, working with the PNC, it is developing training and awareness-raising activities in this regard. A recent two-year project with the Guatemala's Ombudsman's Office, implemented by the United Nations Development Programme (UNDP), provided institutional strengthening support to the diversity division of the Ombudsman's Office, thus strengthening the GoG's capacity to respond to cases of GBV against LGBTI and to increase political participation of LGBTI.

According to the sources consulted, there is a high level of resistance at the municipal level, and to an even greater extent at the community level, to talk about or address security issues affecting LGBTI. Some projects have begun to provide training and awareness-raising, within the framework of prevention, with the COMUPRES, but progress is limited.³⁷

4.4 RECOMMENDATIONS

- I. *National Information System on GBV.* Support the development of the National GBV Incident Information System, which would harmonize and minimize discrepancies in the data between the different sectors and institutions treating GBV survivors. The system would include at least the Ministry of Public Health and Social Assistance (MSPAS), MP, PNC, INACIF, and OJ, with the participation of Women's Secretary of the Presidency (SEPREM) and National Commission for the Prevention of Violence against Women (CONAPREVI). This effort should include support to the

³² Interview with Security and Justice Program. C.W, A.F, A.M, June 13, 2018.

³³ Interview with ALA staff, June 7, 2018; Interview with L.D, June 7, 2018.

³⁴ Interview with USAID Partner, June 7, 2018.

³⁵ Interview with ALA staff, June 7, 2018; interview with OIM. J.C., June 11, 2018.

³⁶ Interview with CONVIVIMOS Y.R, N.S and N.G, June 12, 2018.

³⁷ Interview with CONVIVIMOS M.V, June 12, 2018.

individual institutions to improve their data-collection and recording and analysis systems, with a specific focus on the Judiciary, toward improving coordinated services for GBV survivors.

1. *Development of a GBV skills certification system.* Support the OJ and the MP in the development of a GBV skills-certification system, endorsed by a specialized training center or university in the United States. The system would focus on standardizing capacities and certifying highly experienced public officials to provide training on GBV prevention and response, which would ensure the quality of the training provided by the OJ and the MP to their staff. This effort will be aimed to compensate for the lack of academic degrees or training on GBV at the university level in Guatemala. At the same time, USAID should engage and support the Guatemalan University System to put in place a master's course or module on GBV in one of its law schools.
2. *National survey on GBV.* Support the INE and engage with other donors to develop a national GBV prevalence survey, to produce nationally representative data on several forms of GBV. The current DHS, which is supported by USAID, gathers prevalence data on only a few forms of GBV, to the exclusion of child and early marriage.
3. *Expansion of the MAI.* Support the creation of the MAI in all departments in the WH where USAID works, and particularly in those connected with migration corridors. Support an external evaluation of the MAI model after three years of implementation to identify advances and gaps in the MAI services.
4. *CAIMUS and referral pathways with the MAI.* Support improvements to the GBV referral pathway so that women who use the MAI have access to technical training activities that other USAID projects are currently developing (PUENTES, CEO, OIM etc.). USAID should also support the CAIMUS system by advocating in Congress for the timely allocation of their budget, and by supporting vocational training and income support activities for the survivors.
5. *Comprehensive training program on gender and GBV for the judiciary.* Develop a diagnosis and baseline regarding current capacities for addressing GBV in the judiciary, through the Institute of Judiciary Studies. This baseline should: a) Evaluate the impact and efficacy of the trainings carried out thus far toward informing and updating strategies in this domain; b) Prioritize areas (ordinary trials, femicide trials, and courts) in which capacities need to be strengthened; and c) Develop an integrated capacity-building action plan for the OJ with the donors, which incorporates lessons learned from previous capacity-building efforts.
6. *Institute of Legal Support to Victims.* Advocate and support installation of the Institute of Legal Support to the Victim, as well as its coordination with the MAI, to ensure provision of good quality psychosocial, medical, and legal support, free of charge, to survivors.
7. *Femicide investigation protocols.* Support the INACIF and the MP to develop specific femicide investigation protocols and to train INACIF and MP investigators.
8. *Spotlight initiative:* Join the United Nations and European Spotlight Initiative to Eliminate Violence Against Women and Girls to benefit from economies of scale and to enhance cooperation with other donors on GBV prevention and response.
9. *Support the development of a Mayan women's leadership program.* Develop a Mayan women's leadership program in the municipalities where USAID works in WH, in collaboration with Mayan women academics and organizations. The primary focus of the program should be on leadership in municipal planning processes. Priority participants would include DMM officials, women from the municipal commissions, indigenous women's organizations operating at the municipal level,

and the technical project staff in the municipalities where USAID works. This program could also advise USAID projects regarding their methodologies in this domain.

10. *Strengthen GBV referral pathways at the municipal level.* USAID should request its partners working on GBV (at the municipal and/or community level) to identify and support the GBV referral pathway, to enhance its articulation, and to ensure service provision to survivors. These projects should also provide training on referral pathways for the public officials of key institutions at the municipal level, particularly the PNC.
11. *Develop a coordinated inter-project strengthening plan.* Develop a baseline on the status of the DMMs in the municipalities where USAID works. From this baseline, develop a coordinated inter-project DMM strengthening plan, particularly regarding municipal planning and budgeting. It is also recommended to engage the Asociación Nacional de Municipalidades (ANAM), supporting it to integrate gender equality into its strategic and operational plans (currently not an institutional priority).
12. *Promote dissemination of lessons learned on gender equality among USAID partners.* USAID/Guatemala, through the Inclusive Development Advisor and the Indigenous Development Advisor, should promote periodic meetings among USAID partners working at the community and municipal levels, to exchange lessons learned and good practices on enhancing women's participation in municipal and community planning, with an emphasis on GBV prevention and response.
13. *Disseminate gender equality data.* Systematize and disseminate the results of the baseline surveys and diagnoses produced by the different projects in the WH, making them available not only for USAID projects but also for any other development interventions and public institutions (including municipalities).
14. *Support GBV and TIP survivors on their return to Guatemala.* Support OIM to include an activity to facilitate the identification, and service referrals, of TIP and GBV survivors at the borders with Mexico and El Salvador.
15. *Support TIP survivors leaving the shelters.* Support the development of "bridge" activities for TIP survivors in the process of leaving the shelters (at age 18). This support should develop specific strategies for each moment (preparation, out of the shelter, life in society), as well as link survivors to resources for education and literacy, skills training, and access to employment.
16. *Preventing TIP at the Guatemalan-Mexican border.* Increase TIP prevention activities at the Mexican-Guatemalan-El Salvadorian border, providing gender-sensitive information and services to potential victims of TIP.
17. *A national campaign against labor exploitation.* Develop a national campaign against labor exploitation, particularly focused on domestic employment. This effort could be part of a wider project that would build on Checchi Consulting's current initiatives to develop new policy and legal frameworks on domestic employee rights.
18. *Support the Attorney General for Children (Procuraduría General de la Niñez).* Support capacity development on gender-sensitive services for children survivors of violence and TIP survivors.
19. *Breaking stereotypes against LGBTI.* Develop specific training and communication campaigns, to break stereotypes and to provide treatment for LGBTI within the Judiciary and the Security system.

20. *Generate and consolidate an evidence-based study on GBV and Security and Justice for LGBTI.* Develop and disseminate a gender and ethnicity-sensitive study regarding security and access to justice for LGBTI. This information would be most relevant to sensitize public officials and the Guatemalan population in general in this domain.

5. PROSPERITY SECTOR — HEALTH

5.1 OVERVIEW OF THE DO ON HEALTH

In the 2012–2018 CDCS under DO2 (Improved levels of economic growth and social development in the Western Highlands), Intermediate Result 2.2 focuses on “Access to and Use of Sustainable Quality Health Care and Nutrition Services Expanded.” The approach to improving health outcomes is based on the United States Global Health Initiative (GHI) Strategy and the USAID Feed the Future (FTF) Strategy. The strategy includes the integration of programs along a continuum of care approach, with a dual focus: at the individual level (throughout the life cycle) and at the community level (through coordination between the community and primary, secondary, and tertiary levels of health care). Three sub-IRs support the achievement of improved health and nutrition access and quality:³⁸

- Sub-IR 2.2.1: Adoption of Improved Health Practices Expanded
- Sub-IR 2.2.2: Availability of Sustainable and Culturally-adapted Health Care and Nutrition Services Increased
- Sub-IR 2.2.3: Quality of Sustainable Health Care and Nutrition Services Improved

The 2012-2018 CDCS recognizes that, while the target group for health programming is women, addressing gender equality is vital for the design and effectiveness of programs, as is increased participation of men, husbands, and community leaders in such programming.³⁹

In 2013, USAID conducted a gender gaps analysis on health and nutrition to inform the USAID/Guatemala Health PAD. The gender analysis revealed some key trends in existing programming:⁴⁰

- Men are rarely considered in programming; they only serve as gatekeepers to women’s participation.
- Couples communication is rarely addressed, in approaches for improved access and use of health and nutrition services and information.
- Citizen monitoring of health policy implementation exists, is effective, and should continue.
- Young unmarried women can serve as “positive deviants” to support other women and to champion improved health and nutrition access and information.

These findings informed the considerations, recommendations, and commitments regarding health, nutrition, and gender equality in the PAD, including:⁴¹

- Focusing on family-level interventions that engage men, women, boys, and girls in the household to address gender-related constraints.
- Addressing gender-based constraints to behavioral change and demand for and use of health services, working with both sexes and across age groups to increase effectiveness (e.g., improving communication between couples on barriers to family planning use).

³⁸ USAID/Guatemala. USAID/Guatemala CDCS 2012-2018, 2012.

³⁹ USAID/Guatemala. USAID/Guatemala CDCS 2012-2018, 2012.

⁴⁰ USAID/Guatemala. USAID/Guatemala Gender Gaps Analysis: Health, 2013.

⁴¹ USAID/Guatemala. USAID/Guatemala Health Project Appraisal Document, 2013.

- Addressing gender-based cultural constraints for indigenous women's access to quality services.
- Supporting citizen monitoring of implementation of GBV protocols in health services and the integration of GBV services into health services within the policy agenda.
- Ensuring that services are free of gender bias and promote gender equality (e.g., providing training for health personnel on respectful, non-discriminatory care and treatment for survivors of GBV, including LGBTI).

The 2013 USAID Health and Nutrition PAD reiterates that through improving access to and use of quality nutrition interventions, family planning services, maternal and child health (MCH) services and education, USAID/Guatemala will improve the health of the country's most vulnerable populations. More specifically, it aims to achieve two of the three goals in the USAID Gender Equality and Female Empowerment Policy: (Goal 1) Reduce gender disparities in access to, control over, and benefit from resources, wealth, opportunities, and services (economic, social, political, and cultural); and (Goal 3) Increase the capability of women and girls to realize their rights, determine their life outcomes, and influence decision-making in households, communities, and societies.⁴²

5.2 GENDER INTEGRATION IN THE PLANNING AND PROJECT CYCLE

Gender integration in the planning and project cycle

In the gender assessment for the Health and Nutrition sector, the research team analyzed three projects that are all multi-country initiatives. As such, strategies may have been developed to address needs in several countries and then adapted to the Guatemalan context. These are the three projects goals and their objectives (for work in Guatemala).

Health & Education Policy Plus (HEP+): Strengthen policy design, implementation, and financing to improve governance, quality, and equity of public services in health, education, and nutrition, through coordination and engagement with central-level planning and policy makers and civil society groups, including information systems for decision-making.

Maternal and Child Survival Program (MCSP): Reduce preventable maternal, newborn, and child deaths in the Western Highlands through targeted technical assistance to the MSPAS, health areas, and district offices and communities, through increased utilization of evidence-based reproductive, maternal, newborn, and child health and nutrition interventions at the household, community, and facility levels.

Breakthrough ACTION/Zika Response: Increase the capacity of governments and other Zika-response partners to: design, implement and evaluate evidence-based SBCC; identify primary determinants of Zika prevention behaviors and test interventions to address barriers; and identify improved behavioral and structural solutions for Zika prevention.

In addition to interviews with project leadership and Gender Focal Points, the research team also reviewed the following project documents: project descriptions, recent technical reports, project work plans, and gender action plans/strategies (when available), as well as project websites. A Monitoring, Evaluation and Learning (MELS) plan was available only for HEP+. Below is a summary of advances and challenges for these projects in relation to the USAID program cycle.

Project gender focus: All three projects (described above) focus on gender equality in one way or another. Possibly because its mandate is wider in scope (health, nutrition and education), the focus on

⁴² Ibid.

gender is most evident for HEP+, which works extensively with women's and men's rights organizations to advocate for and monitor implementation of equitable health services. The MCSP website refers to four gender-related focus areas — addressing GBV; male engagement and couples' decision-making; gender-sensitive respectful services; and gender-equity in health workforce⁴³ — but the interview with the MCSP in Guatemala only noted a focus on males.⁴⁴ Though interviews were not conducted with Breakthrough ACTION project staff, the documents reviewed point to some level of consideration of gender-related factors in project design and implementation.

Gender integration in project documents

Considerations of gender equality were noted in the documents of both the HEP+ (in its quarterly reports and work plan) and the Breakthrough ACTION/Zika response (quarterly reports only). The HEP+ work plan makes consistent references to gender-related issues, including the promotion of “new masculinities,” advocacy related to early marriage and legal marriage age, and women's leadership in policy processes, as well as issues related to increased access and improved quality of health services. Additionally, HEP+ shared a recent comparative analysis that it developed on policies affecting young women in Guatemala, Malawi, and Nepal, which should strengthen its actions to support policies for young women in Guatemala. No project documents for the MCSP were made available.

Gender capacity among USAID partners

Only two of the three projects assessed have in-country technical personnel specialized in gender equality; however, all three projects have significant gender capacity in their home offices, which was made evident in their program-wide gender strategies. From limited interviews with national project staff, it appears that home offices are not consistently engaged at the country level.

Gender integration plans

The research team obtained only one gender integration plan for this assessment (from Breakthrough ACTION Project). Breakthrough ACTION/Zika response staff shared the project-wide strategy used for its programming in all SBCC health initiatives (e.g., for malaria and HIV prevention). The strategy is comprehensive in discussing the barriers to gender equality and women's empowerment, and it focuses generally on approaches to address gender in design and implementation, agenda-setting, research and M&E for SBCC activities, with a thorough list of illustrative activities as well as core and country-level gender indicators.

MEL plans and indicators

The HEP+ project refers to some of its gender-related activities in its MEL plan, including several indicators related to “new masculinities,” male engagement, and child marriage as well as others related to increasing women's access to quality health services. The Breakthrough ACTION gender strategy lists the following gender-related core indicators:

- Percentage of men and women who communicate about target behaviors
- Percentage of men and women who share decision-making about adopting target behaviors
- Percentage of men and women who support gender-equitable norms

⁴³ USAID Maternal and Child Survival Program website. Accessed on July 19, 2018.

⁴⁴ Interview with Save the Children/Guatemala, June 11, 2018.

- Percentage of men and women who perceive social support for specific health behaviors
- Percentage of men and women who practice target behaviors

Additionally, Breakthrough ACTION indicates that in measuring change in host government capacity it will rely on “complexity-aware methods,” such as Outcome Harvesting and Most Significant Change, using a gender lens.

Reporting

Both the HEP+ and Zika projects presented reports that detail activities addressing gender equality, as part of reporting on new or on-going events. For example, Breakthrough ACTION reported convening a meeting of the Zika SBCC Working Group that included: members of the GoG; international NGOs; and CSOs (including the National Network of Men). The meeting discussed the development of a guide for behaviors with high potential to prevent Zika. HEP+ reports various activities with CSOs that work on women’s and men’s rights, as well as progress on advocacy efforts related to child marriage and health services and quality.

Results

Some gender-related, project-specific results highlighted in reports or interviews include:

- Municipal investments to improve health and education services due to CSOs’ efforts (HEP+)
- Development of a mobile app for CSOs and government institutions to access data on health and education services (HEP+)
- Approval of protocols and policies related to the Law for Healthy Motherhood (HEP+)
- Approval of the protocol for men’s participation during childbirth, in coordination with the National Network of Men (Breakthrough ACTION/Zika response)

Only the HEP+ project cited efforts by the project and its partners to coordinate with other donors to leverage complementary activities and to avoid duplication. HEP+ documents state that coordination is carried out with Canadian, German, Japanese, Spanish and European donors, UN agencies, the Inter-American Development Bank, the Pan American Health Organization, and the World Bank, among others. The Health Directorate in Santa Cruz de Quiche also mentioned a program that they are currently implementing on sexual and reproductive health (SRH) in five municipalities, with support from the Japanese International Cooperation Agency.

5.3 ADVANCES AND CHALLENGES

Reproductive Health and Family Planning legislation and policy advances

For some time, Guatemala has had in place various national laws, protocols, and policies on health and family planning. Both the HEP+ and MCSP projects appear well-versed and involved in relevant policies and protocols, as well as in addressing existing gaps in legislation. Interviews with USAID partners indicated, and youth groups associated with the project confirmed, their adequate knowledge about current policies, including those that support equitable norms (e.g., Law on Health Motherhood, Comprehensive Healthcare Strategy, National Policy on Youth), those that do not (e.g., Bill 5272 for the Protection of Life and Family), and new legislation (e.g., Protocol for Men’s Participation during Childbirth,

Law for Paternity Leave).^{45 46 47 48 49}

Promoting behavioral change in family and community health

A consistent theme that emerged during interviews in this sector was the need for greater and more focused male involvement in health (and nutrition) programming. Some notable progress has been made in this area through support from HEP+ and MCSP, establishing the Youth Observatory on Sexual and Reproductive Health and the National Network of Men (REDHOSEN), as well as implementing efforts related to paternity. However, efforts are mainly focused on coordination with groups on policy and policy implementation, instead of working directly with men (and women) on awareness-raising or social and behavioral change approaches.

When health activities and interventions focus on women, one result is to reinforce women's role as family caretakers, which unfortunately impedes their participation in other realms such as income generation and political participation. Health interventions focused on the *family* rather than on women would allow other members of the family, including male members, to share in supporting family health issues and care work. The CSOs supported by HEP+ are led by empowered women (and men) who can serve as resources for behavior change promotion for families or communities, as well as for women's empowerment initiatives that support women's decision-making on family health issues.

Maternal health vs. health determinants

Though the HEP+ project works across various areas of SRH and MCH, there is an emphasis on maternal health (for example, with the Maternal and Child Survival Program (MSCP)) — justifiably, given high levels of maternal mortality in some areas of Guatemala. However, a similar concern arises as in involving only women in health programming. Some suggestions made during the assessment point to a broader focus on health determinants, as a more inclusive and effective approach. USAID/Guatemala's Health Office recognizes the need to “involve not just the woman, but her entire family,” and believes it is already addressing this in current programming.⁵⁰ However, there is room for a stronger emphasis within programming. The health determinants approach would encompass considerations of health behaviors and social environment, as well as access to and quality of services; and because these factors are related, efforts would necessarily be implemented at a family or community level. The Breakthrough ACTION project in Guatemala, although it focuses on Zika prevention, seems to embrace this broad approach. Review of their materials indicated that the overall project is designed to address health determinants through targeted SBCC interventions, which could serve SRH and MCH initiatives as well.

Addressing gender-based violence in USAID Health programming

Efforts to prevent and respond to GBV were mostly absent from the health programs analyzed. Both HEP+ and MCSP projects confirmed that they are not directly considering matters related to GBV prevention or response in their programming. USAID/Guatemala's Health Office acknowledged that no specific GBV prevention interventions are included in the current health portfolio, and this was confirmed by project staff. However, there is work carried out by CSOs, supported by HEP+ that supports the enforcement of laws on age of marriage, which is directly related to GBV prevention. Overall, there was

⁴⁵ Interview with Save the Children, June 11, 2018.

⁴⁶ Interview with Palladium Group, June 12, 2018.

⁴⁷ Interview with OSAR, June 15, 2018.

⁴⁸ Interview with Youth OSAR, June 20, 2018.

⁴⁹ Interview with REDHOSEN, June 12, 2018.

⁵⁰ Interview with USAID/Guatemala Health Team, June 5, 2018.

an openness on the part of USAID/Guatemala's Health Office to consider the integration of GBV prevention and response into programming, including working with public health personnel to build their capacity for GBV response.

Moreover, the CSOs supported by USAID/Guatemala are addressing GBV issues. For example, the Youth Observatory on Sexual and Reproductive Health (OSAR) stated that GBV, specifically sexual coercion, was a problem among youth. They support initiatives on reporting sexual abuse for youth victims, workshops on violence prevention materials targeted at children and youth (e.g., *El Libro de Sebas*, *El Libro de Tere*), and violence prevention awareness campaigns (e.g., "Protect Me Campaign" for prevention of sexual violence in girls and boys). The National Network of Men also mentioned support for the Guatemala City Mayor's Office in their GBV prevention plan. The OSAR, which authored materials used by Youth OSAR, also confirmed that they are carrying out work on GBV prevention and response through monitoring the implementation of existing laws (e.g., Law Against Sexual Violence, Exploitation, and Trafficking; and Decree 13-2017 on prohibition of child marriage). Interviewees mentioned United Nations Population Fund's (UNFPA) work at the clinical level, on the clinical management of rape and on funding for GBV prevention.^{51 52}

Women's and men's health advocacy and watchdog organizations

HEP+ and its predecessor, the POLICY project, have played a significant role in creating a space for and building the capacity of women and men to serve as leaders and advocates for quality sexual and reproductive health services and the rights of service recipients. As a result, there is increased knowledge about defining quality services and individuals' rights to health services. These efforts have created strong and effective CSOs, which have gained the respect of government institutions and developed a role as watchdog organizations.^{53 54} However, CSOs that depended on project support for their formation may struggle to become self-sustaining in the future.

Attention to LGBTI and disability-specific needs within health programming

In a recent national disability survey (2016), results show that the overall prevalence of disability is 10.2 percent; among adults, prevalence was higher for women than men.⁵⁵ The survey's qualitative study states that "Whole families are cast into the most extreme and chronic poverty, positioning these as the poorest of the poor or 'disabled families'. This situation is created and perpetuated by deep structural inequalities and a policy and service landscape marked by disinterest in the plight of the poor, and profound gaps and barriers."⁵⁶ Attention to persons with disabilities is absent from USAID health programming, and potential collaboration with the National Council for the Care of Persons with Disabilities (CONADI) has not been explored.⁵⁷ Only Project Concern International/Guatemala mentioned attention to persons with disabilities, in their support of a recent USAID non-health focused initiative, as well as in other projects not funded by USAID. In addition, the Public Affairs Section in the U.S. Embassy supported Mobility

⁵¹ Interview with Asociación por Nosotras Ixmukane, June 28, 2018.

⁵² Interview with USAID/Guatemala Health Office, June 5, 2018.

⁵³ Interview with Palladium Group, June 12, 2018.

⁵⁴ Interview with USAID/Guatemala Health Team, June 5, 2018.

⁵⁵ International Centre for Evidence in Disability (ICED). Guatemala National Disability Study (ENDIS 2016) Main Report. London School of Hygiene & Tropical Medicine, 2017.

⁵⁶ Grech, S. Disability and Poverty in Rural Guatemala: Conceptual, Cultural and Social Intersections. London School of Hygiene and Tropical Medicine, 2016.

⁵⁷ Communications were sent to CONADI, but a response was not received in time to be included in this analysis. Desk research shows that in 2017, the CONADI launched a Strategic Agenda on Gender; further information was not available.

International to work with CONADI to lobby for the disability law.⁵⁸

The same can be said for programming for persons who identify as LGBTI. According to the Youth OSAR, Guatemala is a homophobic country that rejects LGBTI organizations; there currently is no USAID programming nor funding for LGBTI issues in Guatemala. HEP+ project staff confirmed that the project does not address “more complex” issues such as LGBTI and marriage equality. An interview with the Pan American Development Foundation (PADF), which supports programming for LGBTI rights, also confirmed these observations on USAID’s lack of attention to LGBTI issues. PADF mentioned a major achievement for LGBTI rights in Guatemala — the development of the 2016–2030 Comprehensive and Differentiated Health Care Strategy for Transsexual people in Guatemala — but added that the strategy is not being implemented.

5.4 RECOMMENDATIONS

1. Provide continued support to CSOs, who serve as advocates and champions for men and women’s SRH rights and GBV prevention and response.
2. Though CSOs play an important role in advocating for health rights and quality services, special attention should be paid to groups that advocate for indigenous women, as the most vulnerable segment of the population in relation to health and nutrition. The vulnerability of indigenous women in health spaces and their absence in decision-making processes makes groups such as Alianza Nacional de Organizaciones de Mujeres Indígenas por la Salud Reproductiva (ALIANMISAR) especially important and relevant in programming, to improve health access and quality.
3. Though the USAID/Guatemala health portfolio does not currently address GBV prevention and response directly, existing and future programming in the domain may benefit from partnering with national organizations that have experience working with sexual violence survivors, such as Asociación por Nosotras Ixmukané (Santa Cruz del Quiché), Red de Mujeres Ixiles (Nebaj, Quiché), Asociación de Mujeres Tejedoras de Desarrollo (AMUTED) (Quetzaltenango,) Consorcio Ixoship, Asociación de Mujeres Kaqla, Fundación Sobrevivientes, Grupo Guatemalteco de Mujeres, and Asociación de Mujeres Médicas. There may also be an opportunity to build on existing initiatives initiated by either local organizations or international organizations working in the health sphere (such as UNFPA), which are already supporting GBV prevention and response programming.
4. Given local NGOs’ emphasis on GBV response but not prevention, USAID’s Health Office may be well-positioned to design programs that integrate prevention of GBV within health programming. This could use an SBCC approach (such as [SASA!](#)), in particular in capacity-building activities with health personnel, or in activities focused on couples communication for improved health and violence prevention.
5. Undertake more strategic efforts to engage men in health and nutrition interventions, to overcome some of the existing barriers that families experience in accessing health and nutrition information and services. Differentiated approaches are needed to target men: taking into consideration their schedules; addressing perceptions of health and nutrition topics as “women’s issues”; and emphasizing the economic benefits from participation.
6. Focus on health determinants rather than individual health outcomes, to adopt a more holistic approach to health and to create an entry point for the participation of men (and other family members) in obtaining information and developing skills for healthier behaviors, practices, and decision-making.

⁵⁸ Interview with Project Concern International/Guatemala, July 16, 2018.

7. As is the case in other sectors, engage youth as advocates and champions for comprehensive health programming and involve them in the design, implementation, and monitoring of health and nutrition projects and services. Groups like the Youth OSAR can serve as advisors not only for programs targeting youth, but for community-level interventions as well. Engaging youth constructively in programming can help projects reach communities with key information while helping to build essential skills for this population.

6. PROSPERITY SECTOR — EDUCATION

6.1 USAID/GUATEMALA STRATEGIC FRAMEWORK AND PROGRAMMING

Under USAID/Guatemala's Development Objective 2 (Improved levels of economic growth and social development in the Western Highlands), IR 2.3 states, "Education Quality and Access Improved." The mission concentrates on two basic education goals of the USAID Education Strategy: Goal 1: Improved reading skills for 100 million children in primary grades; and Goal 3: Increased access to equitable education in crisis and conflict environments for 15 million learners.⁵⁹ In line with these goals, USAID/Guatemala supports literacy and access to education for out-of-school youth (OSY). To increase the numbers of students graduating from primary education who will later enroll in secondary education, USAID/Guatemala supports non-traditional primary completion programs for out-of-school children. Concurrently, USAID increases access to the secondary education system by strengthening existing flexible and traditional options. Three sub-IRs support the achievement of improved education quality and access:

The 2013 Education PAD notes a priority focus on increasing the quality of education rather than the quantity of schooling, and it asserts that changes in the education system will lead to increased economic growth, as well as to improvements in health and gender equity.⁶⁰

In 2013, USAID/Guatemala conducted a gender gaps analysis on education programming to inform the sector's PAD. The gender analysis revealed positive trends on gender equality in primary education, and also on gender-related factors that influenced dropout rates and access in some areas of the country. These factors include (for young women) a lack of time to devote to education and fewer opportunities to access training for employment, and (for young men) challenges to access formal employment. It also confirmed that, because reducing inter-personal and intimate partner violence is difficult to achieve in high-crime settings, violence prevention programs that promote gender-equitable relationships may be more effective and feasible where violence has not become fully entrenched.⁶¹

The recommendations and commitments regarding education and GEWE include the following:⁶²

- Identify ways to coordinate with the security sector to promote gender equitable, violence-free relationships between young men and women through programs for OSY.
- Prioritize primary-level enrollment rate by targeting geographic pockets that show high gender gaps in the Western Highlands.
- Address gender constraints faced by young women to access labor markets (e.g., language barriers, illiteracy, lack of female role models) and training for employment opportunities (e.g., distance to and hours/scheduling of training programs).
- Address factors that contribute to boys' retention in school (e.g., socioeconomic needs that lead to early agriculture work) and lack of access to formal employment for young men.

⁵⁹ USAID/Guatemala. CDCS 2012-2018, 2012.

⁶⁰ USAID/Guatemala. USAID/Guatemala Education PAD, 2013.

⁶¹ USAID/Guatemala. USAID/Guatemala Gender Gaps Analysis: Education, 2013.

⁶² USAID/Guatemala. USAID/Guatemala Education PAD, 2013.

- Seek ways to engage mothers, in particular, as they are reported to have strong interest in supporting early reading and can serve as key allies.
- Involve both men and women in social audit exercises; increase their role in monitoring education quality and education policy implementation at the local level.

In the area of education, the assessment covered three projects that aim to support either literacy or access to education for in and OSY. Projects to support OSY worked with youth of secondary-school age or older (at least age 15), while the literacy project worked with both primary and secondary-aged (and older) children and youth. Below is a brief description of the projects analyzed.

- **Lifelong Learning Project (LLP):** Programming focused on: increasing teacher effectiveness; improving classroom learning environments; fostering effective first and second language acquisition and reading; extending learning opportunities to underserved populations; and expanding parents', communities', and stakeholders' participation in student learning.
- **Regional Workforce Development Program or Avanza:** Programming to strengthen the capacity of tertiary technical education programs to provide market-relevant, quality training to youth for increased employment, as well as scholarships for youth to access these programs.
- **Puentes Project:** Project to support youth through improved basic work skills and entrepreneurship competencies; employment and entrepreneurship opportunities; and equitable access to social services.

The geographic focus of all three projects is on the Western Highlands. It is important to note that, whereas LLP and Puentes are Guatemala-specific projects, Avanza is a regional USAID project being implemented in Honduras, Jamaica, and Guatemala.

6.2 GENDER INTEGRATION IN THE PLANNING AND PROJECT CYCLE

In addition to interviews with project leadership and Gender Focal Points (GFP), the research team also reviewed project documents for all projects, including project descriptions, recent technical reports, MEL plans, and gender action plans/strategies. Below is a summary of progress and challenges for these projects in relation to the project cycle. The main findings on project gender focus are listed below.

Project gender focus

- All three projects addressed gender equality, but the focus on gender equality was most prominent in the interview and documentation for LLP, which has a specific mandate from USAID to address gender integration. USAID explicitly requested, via a Technical Estimated Cost Increase in 2016, that the contractor integrate gender equality into all its programming:

In compliance with USAID's Gender Equality and Female Empowerment Policy and ADS 205 [and to ensure the] contractor's staff, subcontractors, and sub grantees are paying attention and taking specific measures to promote gender equality and female empowerment...with project staff, teachers and MOE professional staff, professional development programs, out-of-school youth, youth workers, etc.⁶³

- The LLP conducted an internal gender assessment (completed in 2018), examining the extent to which the project addresses gender equality in its quarterly and annual reporting, work plans, and MEL plan.

⁶³ Interview with Juarez & Associates, June 8, 2018.

That assessment is a compilation of gender considerations and analyses found in existing documents; it did not include findings or recommendations on progress in this domain.

- All three projects produced (or will produce) information about specific gender barriers affecting female and male youth. In the case of the LLP, an external mid-term evaluation of the project presented information on existing barriers on GBV prevention for the project to consider (e.g., to utilize existing guides on violence prevention and to conduct workshops with adults, families, and local community authorities on violence prevention).⁶⁴ The Avanza project conducted a market assessment within a study on barriers to access and completion of tertiary school, which included an analysis of gender equality. The Puentes project is planning to conduct a gender and social inclusion assessment to explore the best ways to address gender constraints in its programming. That gender assessment will begin more than a year after the project was awarded.

Gender integration in project documents

- Gender considerations were present in projects' documents to varying degrees. Though all project documents included language about gender equality, it was positioned as a cross-cutting issue in the Puentes project, while it was integrated more as a foundational issue in the LLP. Considerations on gender equality in the Avanza project were limited to documenting women's participation in the program.

Gender capacities in USAID partners

- The projects' capacity to address gender equality also varied. Both the Puentes project and LLP had gender specialists on their local teams, but the expertise varied: the LLP focused more on gender integration (with a high level of expertise), and Puentes focused more broadly on social inclusion. The Avanza project did not have a gender focal point or gender specialist on their country team.

Gender integration plans

- The research team had access to Gender Integration Plans only for the LLP and the Puentes Projects. The Avanza project stated that they had a regional gender strategy, but it was not made available to the research team during the assessment. The LLP plan was comprehensive in providing a context for gender-related barriers, as well as guidance for types of strategies for specific activities to address barriers and to increase women's access to education and training. The shorter Puentes plan also provided context on existing barriers, but it focused mostly on women's participation as part of addressing social inclusion — instead of gender-transformative approaches to address existing power dynamics, such as self-assurance and presentation and communication skills. However, the project states in their Fiscal Year (FY) 2017 annual report that “the full gender and social inclusion strategy will be informed by a gender equality and social inclusion assessment in FY 2018.”

Monitoring, Learning and Evaluation Plan (MEL) and indicators

- In their MEL plans, both the Puentes and Avanza projects include a version of USAID standard gender indicator #2 (GNDR-2): Percentage of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income, or employment). Puentes also included standard gender indicator #4 (GNDR-4): Percentage of participants reporting increased

⁶⁴ DevTech. Lifelong Learning Project: Midterm Performance Evaluation Report. USAID/Guatemala Monitoring and Evaluation Project, 2016.

agreement with the concept that males and females should have equal access to social, economic, and political resources and opportunities. Puentes staff confirmed that it will carry out an evaluation on gender and behavior change to collect information on this indicator. The LLP collects information on “a number of strategies to alleviate barriers to accessing alternative education,” which may address barriers for women’s access to education, although the reporting on this indicator did not specify that.

Reporting

- The LLP shared numerous reports it had prepared on gender equality and GBV prevention. The Puentes project reported its plans for its upcoming gender assessment. The Avanza project’s regional-level technical report did not include any specific gender considerations.

Results

- The research team did not identify any reported project-level results on gender equality based on recent reports shared. However, it should be noted that the Avanza project’s reporting highlighted a scholarship program that includes 61 percent women and 39 percent men, with women choosing areas of study that challenge existing traditional gender roles.
- The specific request for gender integration during LLP’s contract modification appeared effective in ensuring comprehensive programming and budgeting of related activities. However, it is unclear why gender-related indicators are absent from the project’s MEL plan.

6.3 ADVANCES AND CHALLENGES

Education access: Addressing girls’ and boys’ specific needs for access to education

All three projects assessed included some consideration of gender-differentiated barriers to education, including childcare, transportation, access to meals, and/or engaging parents, though they address these barriers in different ways. The observed field activities for the Puentes project did not cover childcare or transportation, so mothers with children of nursing age participated in project activity without any support. Moreover, participants shared that they traveled up to 40 minutes to their homes for lunch, while participating in a full-day workshop. One participant stated that their sibling was not able to participate in the workshop because of time constraints, since the workshop apparently ran from 8 am to 3 pm on the day observed.⁶⁵ In the Avanza Project (which the assessment did not observe in the field), books, internet expenses, and transportation costs were covered for all students, depending on the socioeconomic level of the student and the distance to the learning center; students who live closer to a city center where their university is located received less in stipends than students who live farther from a city center.

In all projects, the role of parents was highlighted as both a facilitating and impeding factor in girls’ and boys’ access to education. Project staff and participants confirmed the importance of parents’ buy-in and participation in their children’s success in activities, emphasizing that youth often confer with their families on decisions and that many youth, including older youth and especially girls, still rely on their parents financially. All three projects included activities to engage or sensitize parents in the initial buy-in for project start-up. The LLP also developed tools and activities for working with parents to support their children’s reading; these activities are measured in two indicators of the project’s MEL plan.

⁶⁵ Focus group discussions with World Vision International/Guatemala youth project participants, June 12, 2018.

Education access: Women's and girls' access to non-traditional tertiary education

The projects analyzed appear to focus on three different stages of young people's education: primary education (literacy focus); secondary-age and older (life skills for employment focus); and tertiary education (market-specific career focus). All three focus areas can prepare students to pursue tertiary education, if they choose that path, but some projects addressed this preparation more directly than others. For example, the Avanza project's market assessment found that many students, both male and female, did not have adequate math and writing skills to succeed in secondary school. The Avanza project, like the Puentes project, allowed students to choose the career path (i.e., market) that they were interested in pursuing; however, it did not provide any strategy or specific measures to support girls to overcome gendered barriers to employment in non-traditional technical or vocational trades (e.g., business administration and agriculture).

Education equity, quality, and governance: Eradicating gender stereotypes from educational contents and practices

The Puentes Project shared only one of seven modules in its *Diplomado* (life skills certification course) for this assessment. That module, "Full and Healthy Life," addressed gender stereotypes briefly, through an activity on statements for participants to discuss and reflect on (e.g., girls can play soccer, women should participate in decision-making in their household and communities, men should not cry). Educational materials for Puentes included information and reflection on issues ranging from menstruation to sexuality and family planning, for discussion in mixed-sex groups. The module shared with the assessment team appeared inclusive, with images of youth in different life stages, including during parenthood. However, topics on gender roles and sexuality were brief, and the curriculum was developed for youth ages 15 to 24 — a broad range that includes youth experiencing different life stages (including marriage and parenting) — offering the same information regardless of life stages.

The quantity of materials developed by LLP to address gender is extensive and includes the following:

- Guide for education programs on the development of gender-sensitive text and illustrations in education materials
- Six modules on life skills for out-of-school youth, including discussion and reflection on gender roles, discrimination, and homophobia
- A module for out-of-school youth on "new masculinities," which explores how men can take part in roles and expectations traditionally considered feminine
- Guide for teachers on teaching with consideration for gender equality
- Guide for education programs on integrating a gender focus in projects and programs, including promoting human rights and new masculinities

The materials (some of which were adapted from the previous USAID literacy project, Education Reform in the Classroom) provide thorough messages about gender equality and eradicating gender stereotypes.

Education equity, quality, and governance: Multicultural perspective in education projects

All three projects, to varying degrees, appear to consider multicultural perspectives in their programming. For example, the Avanza project considers the ethnic background of a candidate for participation in the project, giving preference to ethnic minorities.⁶⁶ Both the Puentes project and LLP include indigenous

⁶⁶ Interview with FHI360/Guatemala, July 4, 2018.

community stakeholders (or partners, in the case of Puentes) in their planning. They also developed materials and messaging that are representative of the communities that they serve (e.g.: illustrations of indigenous people, Afro-Guatemalans, and persons with disabilities in materials; materials in Mayan languages; and storylines with indigenous characters).

Toward sustainability: Ministry of Education guides/materials

The sustainability of the efforts and materials, especially those related to addressing gender and GBV, is put into question by the limited capacity of local educational institutions to continue the work, including the Ministry of Education (MINEDUC) and the public and private universities that participated in programming (Universidad de San Carlos, Universidad Rafael Landívar, and Universidad Panamericana). Puentes and LLP developed materials with several GBV prevention modules that may be difficult for the MINEDUC to reproduce, integrate into existing programs, or make widely available. Although LLP worked with the MINEDUC on the development of materials, the Ministry's buy-in and future use seems less likely given the large quantity of materials developed. The Avanza project worked with universities to integrate/adapt technical content for existing market-specific programs, such as employment in agriculture, tourism, and processed foods and beverages. Given that these programs were not created but rather strengthened, they should continue at each of the universities. However, the Avanza project's activity of recruitment and scholarships for disadvantaged students (mostly women) will cease with the end of programming, as these were created by the project.

Preventing and responding to gender-based violence in education programming

Both the LLP and Puentes projects addressed GBV response in their programming, emphasizing that GBV is an impediment to both girls' and boys' access to education. The Puentes project developed a referral pathway and information flowchart for cases of school-related GBV, health emergencies, or elevated conflict involving youth in the project. The referral pathway also refers to a "social inclusion fund," but additional information about this mechanism was not available. The pathway could be strengthened with specific examples of potential protection needs, such as extreme cases of GBV including harsh punishment, sexual violence, etc. It is possible that this information is available but was not provided to the assessment team. The LLP developed a comprehensive guide on GBV prevention and response for project participants and project staff, which covered the following key topics:

- Overview of forms of violence
- GBV and violence against women
- Types of GBV and examples of manifestations (e.g., physical, psychological, and sexual; coercive control)
- Workplace sexual harassment
- Child abuse
- A protocol for identifying and responding to GBV against girls, boys, youth, or parents (e.g., whom to contact and how to contact them, considerations for confidentiality, avoiding re-victimization, follow-up, etc.)
- References to relevant GBV protocols at the Ministry of Health and Ministry of Education
- References to relevant national and international laws and decrees related to GBV prevention

6.4 RECOMMENDATIONS

1. Facilitate more comprehensive information-sharing strategies between USAID projects on GBV prevention and response in education, through meetings and document-sharing. Given the time-sensitivity of GBV prevention and response, a guide similar to that developed by LLP for GBV prevention and response could be adapted and used by other USAID/Guatemala education projects (or other Prosperity sector projects) as a cost-effective and feasible option.
2. Clearly delineate gender-related objectives in solicitations (including selection criteria) and program descriptions to ensure that projects consider ways to assess and address gender equality early in the program cycle. In the education projects assessed, gender integration was highlighted in one project's contract modification; in another project, a gender assessment is currently being conducted, more than a year after start-up. Timely integration of gender in project design is critical.
3. Support the involvement of female and male youth in project design to ensure that education programming considers their needs and priorities. Youth participation can help projects to identify barriers to their participation (e.g., actual schedules for young men and women, and preferred duration of activities) and to identify measures that will make participation more inviting (e.g., having male and female facilitators), as well as the best ways to recruit and retain active participants.
4. Enhance the focus on an ecological model for programming — i.e., one that involves the individual, their family, and their community — in order to reinforce project messages and support project sustainability. The assessment team only observed this in one of the three projects. Project staff, youth, and community stakeholders have mentioned the important role of parents, but their inclusion appears to be concentrated in project start-up. Inclusion of other influential community members may also help strengthen program messages and support program objectives.
5. Focus educational materials on specific life stages of youth — e.g., very young adolescents, adolescents, married/parenting adolescents — rather than on a wide age range (e.g., 15-24), allowing a more targeted approach to gender within each age group. Information on life skills can be received, retained, and put into practice more effectively if it applies to the participant's current situation.
6. Create a space for dialogue among educators in higher education (i.e., universities) about gender equality and education, to reflect on existing challenges and stereotypes and to explore solutions on gender inequality related to education access, within initiatives to prepare young men and women for paths to higher education.
7. Address self-esteem, confidence-building, and communication skills among young people in education programs, especially targeting young women; this in turn can help address disparities in how (and how much) young women and men express themselves publicly in the classroom or in other public fora.

7. PROSPERITY SECTOR — ECONOMIC GROWTH — AGRICULTURE

7.1 USAID/GUATEMALA STRATEGIC FRAMEWORK AND PROGRAMMING

USAID/Guatemala's efforts to expand agricultural interventions correspond to Development Objective Two: Improved Levels of Economic Growth and Social Development in the Western Highlands, which states that USAID will work with the GoG in the Western Highlands to improve economic opportunities and improve access to and utilization of quality health, nutrition, and education services. USAID defines the IRs as follows:

- IR 2.1: Broad Based Economic Growth and Food Security Improved: Improving agricultural productivity and rural employment opportunities, expanding access of small-scale agricultural producers to larger and niche markets, and increasing the economic resiliency of poor rural households will lead to economic growth and increased food security in the Western Highlands.
- IR 2.2 Access to and Use of Sustainable Quality Health Care and Nutrition Services Expanded: Increasing the adoption of good health practices among the population in the Western Highlands — particularly among women of reproductive age and children — and improving both the availability and quality of health and nutrition services will lead to overall improved access of Western Highlands communities to health and nutrition services.

Overview of the Development Objective on Agriculture

The Agriculture GGA prepared in 2013, through a participative process involving both USAID/Guatemala and partner staff, identified several significant gender equality issues:

1. Barriers to participation in decision-making at the household and community levels
2. Intersectional discrimination based on gender and indigenous identity
3. Monolingualism and low literacy rates for women
4. A lack of control over household income and resources
5. Lower access by women to inputs, training, and participation

The Agriculture PAD included the following specific gender-related lines of action/strategies:

Output 1. *Agricultural productivity and rural employment expanded.*

- Promote gender equity in all levels of the production chain. Increase linkages with the Local Governance Project, including working with Municipal Women's Offices (OMM) and the SEPREM, and the Ombudsperson for Indigenous Women (DEMI).
- Develop behavior change messaging that works with whole families to promote several key gender equity messages.
- Engage both men and women to invest their income in purchasing nutritious food for the family.

- Improve the budgeting skills of both men and women to improve nutrition outcomes and increase women's control over income.
- Build the technical skills of indigenous women to improve employment opportunities, including potential employment as project technical staff.
- Engage male community leaders and municipal authorities to obtain their buy-in for working with indigenous women, particularly in rural communities.

Output Two: *Access to markets expanded.*

- Within the handicrafts sector: Provide assistance to improve design, strengthen technical support, and provide training in business management, marketing, and commercialization of handicraft products, which are an important component of rural income generation especially for women.
- Incorporate women into information networks and new markets.
- Scale up and replicate successful women producers' associations.
- Encourage and incentivize participation of women in male-dominated business associations.
- Integrate household budgeting training for both men and women.

Output Three: *Resiliency of Vulnerable Communities and Households Increased*

- Engage men in making decisions about healthy food purchases and family nutritional decisions.
- Work with families to change behavior on family nutritional intake, with particular attention to women of reproductive age and children under two years of age.

Output Four: *Economic growth and food security enabling environment improved*

- Promote the collection and reporting of sex- and age-disaggregated data; develop methodologies to analyze monitoring and evaluation data from a gender perspective.

The PAD's results matrix included the following indicators:

- 4.5-9 Per Capita Expenditures (as a proxy for income) of USG targeted beneficiaries, disaggregated by gender
- 4.5.2 Number of jobs attributed to USG assistance, disaggregated by gender
- 4.5.2-14 Number of Vulnerable Households Benefiting Directly from Government Interventions, disaggregated by gender
- GNDR-2 Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income, or employment)

7.2 GENDER INTEGRATION IN PLANNING AND PROJECT CYCLE

The following five USAID/Guatemala-funded agricultural projects were reviewed: PAISANO; MAS FRIJOL;⁶⁷ Feed the Future Partnering for Innovation (P4I)/AGRIJOVEN; Feed the Future Guatemala – Innovative Agricultural Solutions for Rural Value Chains Project (PROINNOVA); and Feed the Future Guatemala Coffee Value Chains Project (Café). The first project is funded by Food for Peace and the last

⁶⁷ USAID Partner: Michigan State University. The project began on March 26, 2014.

four are funded by Feed the Future. PAISANO (currently in the final stages of implementation) and MASFRIJOL (ending in 2019) focus on promoting food and nutrition security and supporting subsistence farming and small-scale production. AGRIJOVEN (ending in 2018) is a specific activity targeting the creation of youth saving and credit groups for promoting agricultural investments. The last two projects are just beginning implementation, focusing on supporting agriculture and food safety and nutrition by promoting value chains and access to markets.

Gender integration in project documents

Of the five projects assessed, three explicitly included measures to address gender gaps in their project descriptions. However, gender was largely absent in nearly all project Goals/Objectives and IRs. One exception is the PAISANO project, which included the prioritization of women's participation in the definition of its IR 1.2. (*Access, especially for women, to savings, credit, business and/or leadership opportunities*). In three of the five projects, GEWE is mentioned as one of several cross-cutting issues.

Of the two projects working on nutrition and food security (PAISANO and MASFRIJOL), only PAISANO addresses gender gaps. PAISANO focuses on promoting social and behavioral change among women, men, grandmothers, and young participants in relation to their roles and decision-making at home. MASFRIJOL offered this justification for not addressing gender gaps and promoting women's participation: "gender roles are closely related to ancient cultural characteristics of the Mayan populations and there is no intention to change traditions. Therefore, no outsider to the target indigenous communities can change the reality of women being burdened by both domestic and agricultural responsibilities."⁶⁸

The newer projects — Feed the Future Guatemala Innovative Agricultural Solutions for Rural Value Chains Project (PROINNOVA) and Feed The Future Guatemala Coffee Value Chains Project — show a clearer focus on gender in regard to enhancing women's participation. The emphasis is on promoting a greater participation of women and youth in project activities (and particularly in backyard farming activities, which are compatible with domestic responsibilities). The projects indicate that they will aim to encourage greater participation of women and youth in productive organizations, including leadership roles, while integrating a focus on SBCC to address gender roles and decision-making.

Gender capacity of USAID partners

- USAID partners need support to better understand the causes and consequences of gender inequalities and the importance of USAID's gender policy. Of the five projects reviewed, only one project had a gender specialist, though another project is expected to bring one on board soon. At the field staff level, traditional gender roles in rural areas are sometimes perpetuated and reinforced: nutrition extension worker positions are occupied by women, and agricultural extension worker positions are held by men. Despite the presence in all projects of women who clearly challenge these stereotypes, unhelpful stereotypes persist among project staff in relation to women's physical capacity to carry out agricultural activities.

⁶⁸ Mas Frijol. Mas Frijol Program Document, 2017.

Gender Integration Plans

- Of the five projects assessed, only PAISANO currently has a gender plan. It is expected that the new projects, PROINNOVA and CAFÉ, will develop these plans soon. The PAISANO gender plan is logical and includes activities, methodologies, support tools, a division of labor, indicators, and timeframes to implement the plan.

Customized Gender Indicators included in PAISANO GIP:

- Percentage of women who participate in Community Commissions on Food and Nutrition Security (COCOSAN) in key positions.
- Percentage of mothers of children between 0-59 months of age that report making decisions by themselves or as a couple, with regard to seeking health services for themselves.
- Percentage of mothers of children 0-59 months that report making decisions by themselves or as a couple, with regard to seeking health services for their children.
- Number of program participants (men and women) who receive training in gender issues.

M&E plans and indicators

- It was only possible to access the MEL plans for three of the five projects. The review of the project documents confirmed that though most of the projects planned to disaggregate indicator data by sex, only two included the USG Gender indicator GNDR 2 (*Proportion of female participants in USG-assisted program designed to increase access to productive economic resources — assets, credit, income, or employment*). PAISANO included four internal custom indicators, two of which address SBCC on gender equality among participating households. However, these custom gender indicators are not part of the project's MEL. As such, the available reporting to USAID does not make it clear whether the project achieved the results corresponding to these indicators.

Reporting

- The research team only had access to reports from the three of the projects. In line with the level of gender integration in their PDs, only PAISANO presents sex-disaggregated data and mentions the progress of implementation of its Gender Integration Plan.

Results

- Results reported in periodic reports refer only to figures on the participation of women and men in project activities, according to the indicators included in the MEL plans. No additional results could be identified, since the reports merely describe the activities carried out.

7.3 ADVANCES AND CHALLENGES

Women's and men's participation in nutrition/food-security projects

Women in nutrition and backyard farming, men in the farms (Fincas). The assessment revealed that women and men participate in nutrition and backyard farming projects mainly in line with traditional gender roles, with women responsible for household nutrition and food, and men in charge of farms and agricultural production. USAID partner staff reinforce these roles through their selection of community leaders and role models in its programming. They select women to represent mothers and leaders in the home, and men as agricultural leaders. Women's and men's participation in non-traditional roles seem to be very scarce.

Nonetheless, women participants in programming highly valued the interventions as helping them to improve their family's nutrition, childcare, and family health.⁶⁹ Furthermore, participation in nutrition groups has provided women with the opportunity to leave home, make friends, and learn new things. This is noteworthy given that women are often subject to high levels of control by their husbands.

Women participants also valued support for small-scale backyard agricultural production, which in some cases has allowed them access to income they could manage directly. Moreover, cash transfers for food purchases that programs such as PAISANO provided to female participants allowed women to feel that they contributed financially to supporting their families and that they shared this responsibility with their husbands. However, it would be premature to conclude that this income has increased their economic autonomy, since the use of the transfer is controlled through the project implementation activities. Regarding female producers, most projects emphasize gender adaptive activities linked with backyard production (honey, chickens, handicrafts). Though these activities support income generation for women to support family nutrition, they are also likely to limit women to marginal levels of agricultural production and to household economic activities, unless they clearly address women's access to technology, financial training, and linkages with markets.

Women empowered when they participate as farmers. The few women participating directly in farm production programs recognize themselves as farmers, experience higher levels of self-esteem, and perceive that they are valued in the community. In some cases, they also note increases in their level of decision-making within the household. However, the women who participate as farmers are a minority group in the communities served: they are single women or widows, or are married to more progressive men. The projects examined here do not specifically address the conditions that limit most women's participation in the farm workforce.

Individual- vs. family-focused programs: Promoting behavioral change

Good practices for behavioral change on gender equality. The PAISANO project has made noteworthy efforts to integrate a SBCC approach, with a focus on gender equality and new masculinities, as an integral part of its content and methodology, whether working with women's nutrition groups or groups of men, mothers-in-law, and grandmothers. The application of the methodology has been very limited, however, both in the number of participants and the duration and depth of the content; it is unlikely that the programming at this level will achieve real behavioral change.

Limited approach to working with female producers' groups. Only one project has made specific efforts to promote training and/or support for groups of women producers, geared toward production, access to credit, technology, or access to markets. This is an important limitation, because there is clear evidence that women's groups can be very positive mechanisms to increase access to resources and markets, to increase women's self-esteem, and to develop economically productive social networks.

Need to strengthen the family focus of projects. USAID partner staff clearly state that the projects in this sector work with families and not with individuals. In practice, however, the opposite often takes place, and individual roles are often based on traditional gender stereotypes. The only examples of family-based programming were carried out with young people, both in the savings and credit groups and in the Nutrition and Food Security (SAN) groups. Within the family-based approach, partner staff noted challenges for men's participation, if men are absent from home for most of the day or if they migrate to work as farmers in remote areas. They also noted the need to develop specific strategies to capture men's interest, beyond simply inviting them to events. One of the projects mentioned the importance of involving men through activities not directly related to nutrition, for example, by addressing gender-related matters during male activities such as football matches.

⁶⁹ Focus Group with Mas Frijol Participants - Nevaj, June 19, 2018.

Property, credit and productive assets

Lack of strategies to promote women's access to land (co-)ownership. None of the projects reviewed included specific activities to promote women's access to land as either owners or co-owners. This is one of the main structural obstacles for their participation in agriculture programming.

Good practices to promote the access of young people to savings and credit. The AGRIJOVEN project promoting savings and credit groups with young people did not explicitly integrate gender considerations or establish sex-disaggregated participation goals. The project, however, achieved notable levels of women's participation, including as group participants, members of the board of directors, and as presidents of mixed-sex groups. The project supported the formation of women-only groups; and allowed for the identification of female leaders and successful young female entrepreneurs. For young men, clear results were identified in terms of their own self-esteem as well as their recognition of women's contribution and importance as part of the groups.

Key success factors for programming in this domain include: raising awareness with the parents, especially of the first participants (mostly members of agricultural cooperatives); promoting civic values as an integral component for organizational strengthening activities (respect, conflict resolution, equality between women and men); the formation of the groups largely based on pre-existing relationships; and promoting one-on-one mutual support among women. Challenges include the absence of a gender-equality perspective and the requirement that the loans be invested mainly in agricultural activities. That requirement clearly limited women's ability to obtain credit and to develop their own productive activities.

Limited activities focused on reducing women's time burden. Though food security projects promoted household access to improved drinking water treatment practices, no activities were identified to promote, for example, the provision of water service to unserved households; only the CAFÉ project included an activity to facilitate access to improved kitchens. No measures have been identified to facilitate childcare during project activities, so that women can fully participate in such activities without having to take care of their children at the same time. Some advances are worth noting, with slightly increased participation of some men in domestic chores, such as preparing coffee or heating food and getting involved in childcare activities.

GBV not addressed. The projects do not address GBV and its prevention, either as a barrier to women's participation or as a potential result of increased participation of women in food security or nutrition programming. Furthermore, partner staff do not have basic information on what to do when a participant reveals that he/she has experienced GBV.

Women's and men's participation and decision-making in agricultural value chains

Positive engagement with DMMs and supporting women's participation in Nutrition and Food Security Commissions in COCODES. The integration of food and nutrition security issues into the COCODES agenda undoubtedly represents an advance. The implementation of specific Nutrition and Food Security Commissions, however, would present a more feasible entry point for women's access to community decision-making, given their established role in nutrition. In this regard, advances have been noted, but they are limited by the absence of SBCC strategies to address the roles of community leaders and of men within families. Challenges remain in achieving articulation of USAID-funded projects in this sector with the national gender institutional framework, such as the Gender Unit at the Ministerio de Agricultura, Ganadería y Alimentación (MAGA), and with MAGA's Institutional Policy for Gender Equality.

Women's participation in farmers' associations and cooperatives. The newer projects in this sector indicate that they will enhance the participation of women and youth in producer organizations and cooperatives, both as members/participants and in decision-making positions. However, the projects have not established either a baseline or specific goals or indicators to measure changes in this area.

7.4 RECOMMENDATIONS

1. **Design and implement a specific project focused on working with women in agriculture, with a focus on women's empowerment within an indigenous cultural context.** Develop a project with a comprehensive approach to addressing the structural barriers that rural Mayan women face, taking into consideration specific, existing Mayan women empowerment methodologies (Kajlá). This project should comprehensively address:
 - Access to property and co-ownership of land.
 - Access to credit, agricultural training, and technology.
 - Dissemination of information about women's rights among women, families, and communities
 - Strengthening of individual and collective self-esteem, including the promotion of spaces for reflection and mutual support among women and the identification and promotion of adult and young women leaders.
 - The reflection and recovery of traditional Mayan knowledge regarding sustainable agricultural practices.
 - Hiring women as agricultural extension agents and men as nutrition extension workers.
 - Strategies to reduce domestic and reproductive workload of women.
 - Systematic work at the level of families, communities, and community leaders to promote gender behavioral change in both women and men, to allow for greater participation of men in domestic and care responsibilities and women in accessing agriculture training and technical assistance.
 - Articulation and promotion of networks of women producers and participation in mixed-sex producer networks.
 - Linkage of project strategies with institutions working on gender, both locally (DMMs) and nationally (SEPREM, DEMI, and the gender unit of the MAGA).
 - Specific mechanisms for measuring progress, not only in terms of participation but in terms of individual and collective empowerment and outcomes achieved; documentation of good practices and lessons learned.
 - National and local women's organizations, with relevant experience and methodologies to promote the empowerment of rural women, included in the implementation consortium.
2. **Develop a gender-equality SBCC methodology or module for agricultural projects.** This methodology can potentially be integrated in a cross-cutting way into all agricultural projects in rural WH communities, adapted to different contexts. The methodology should be based on the contents, methodologies, and practices developed by PAISANO. Specifically, it should include strategies targeting women, men, mothers-in-law, children, community leaders, youth and indigenous authorities, families, and communities, through interventions such as social gatherings to generate dialogue about gender topics in the communities. It should also include protocols and instruments to support effective training and behavioral change interventions with project technical staff and MAGA extension agents.
3. **Expand the activities regarding savings and credit groups for youth, either as an independent activity or in conjunction with recently launched projects.** Systematize USAID/Guatemala's experience with programming on savings and credit groups within AGRIOVEN; identify lessons learned, best practices, and recommendations, and apply them to the whole agriculture portfolio under the Economic Growth Development Objective. This strategy could also be adapted

and applied as a specific methodology to promote access to credit through savings for women-only producer groups within the newer value chain. The criteria for both saving and granting credit should be designed with a gender perspective, according to the specific context of the communities and the specific interests and needs of the young women and men, while responding to identified and relevant market opportunities. Training should also be more comprehensive and include technical and financial skills as well as added value and marketing strategies.

4. **Develop research and legal proposals for eradicating discriminatory provisions and promoting women's access to land.** Within the research and policy development agenda of the Sustainable Economic Observatory Project, in cooperation with rural Mayan women's networks, support the development of important new laws (or legal reforms): recognition of co-ownership of land by men and women in marriage or stable union; the right to land regardless of civil status; and the approval of specific legal provisions and policies to promote women's access to land. Research products should include an accurate database on state lands that could be transferred in usufruct (i.e., with rights of use) to agricultural women's groups for food production.
5. **Support the Technical Roundtable for Rural Development with a Gender and People's Approach.** Engagement with the roundtable would allow the Mission to coordinate with existing initiatives and related government and donor institutions. It would also add to the sustainability of the Mission's interventions on gender equality in agriculture, by strengthening coordination with key relevant government institutions. Accordingly, USAID should strategically support MAGA to advance gender integration in the rural extension system and implementation of the MAGA institutional policy on gender equality.

6. For all current and future agriculture, food security and nutrition projects:

- a) **Support backyard agricultural production initiatives.** Provide technical and entrepreneurial training and effective strategies for linking to potential markets for household production (honey, chicken, handicrafts, etc.). A potential market might be the Centers for Rural Development and Extension for food provision to public schools, in line with the National School Feeding Policy.
- b) **Encourage and support networks and organizations of women producers.** Equip producers with organizational and networking support and take measures to integrate young women into networks of producers where adult women are more likely to participate, to improve their higher educational skills; and support the creation of demonstration plots in the communities.
- c) **Ensure regular and sustained gender training of agricultural extension staff,** both for USAID partner staff and MAGA's extension workers. This includes supporting MAGA Gender Units to conduct research on women in agriculture and transfer methodologies for training the extension teams in specific farming contexts (under-subsistence, subsistence, surplus, and commercial).
- d) **Promote the sharing of best practices and lessons learned.** Such efforts should promote regular exchanges among municipalities and DMMs working on women in agriculture.
- e) **Integrate the prevention of violence against women in training and SBCC activities.** Given the high prevalence of intimate partner violence, projects should integrate the prevention of violence against women, ensuring that USAID partners are knowledgeable about GBV referral mechanisms and protocols.
- f) **Integrate specific GEWE goals and custom indicators in all projects.** Ensure that all projects include USAID gender goals and customized gender indicators in their MEL plans to support their capacity to measure progress on addressing gender gaps in agriculture.

8. PROSPERITY SECTOR — ECONOMIC GROWTH — NON- AGRICULTURAL

8.1 USAID/GUATEMALA'S STRATEGIC FRAMEWORK AND PROGRAMMING

In the USAID/Guatemala CDCS 2012-2018, strategic planning focused on economic growth with respect to Food, Security Nutrition and Agriculture. In July 2018, the mission amended its Agriculture PAD to include a focus on non-agricultural economic growth, “to respond to the most compelling problems that inhibit access to opportunities to vulnerable populations, such as youth and indigenous people in Guatemala, and drives them to migrate to other countries.” The amended PAD introduced the following modifications:

- The Agriculture PAD changed its name to the Economic Growth PAD.
- The IR 2.1: Broad-Based Economic Growth and Food Security Improved was expanded to include non-agricultural sectors.
- The budget increased from \$87.6 million to \$208.2 million.
- New activities were included, under Output 2 (Sub IR 2.1.2) Access to Markets, related to creating economic opportunities for increased income generation including micro, small, and medium-sized enterprise (MSME) development.
- New activities were included, under Output 4 (Sub IR 2.1.4) Economic Growth and Food Security, enabling environmental improvements.
- A new Sub-IR was included on Increasing Non-Agricultural Economic Activity.
- Two new implementing mechanisms were included: Creating Economic Opportunities, and Building Human and Economic Capital.

Overview of the Development Objective on Economic Growth (Non-Agricultural)

The 2018 amended Economic Growth PAD assumed that the gender gaps identified in the Agriculture GIP were applicable to non-agricultural economic growth. The amended PAD also included additional strategies or actions for addressing gender gaps, such as “an activity targeting out-of-school youth [with] specific measures, not just for women, since adolescent men have higher dropout rates and lower completion rates in secondary education. Given the high opportunity costs, this population requires tailored education opportunities that lead to income generation.”⁷⁰ Regarding the sustainability of the Economic Growth Project goals, USAID will “increase the business capacity of producers and women's groups to more effectively produce and sell their goods for income.”⁷¹

8.2 GENDER INTEGRATION IN PLANNING AND PROJECT CYCLE

⁷⁰ USAID/Guatemala. USAID/Guatemala Amended Economic Growth Project Appraisal Document, 2018.

⁷¹ Ibid.

The research team assessed three projects: Opportunities for My Community (OMC) (2016-2019); the Sustainable Economic Observatory (SEOP, 2016-2021); and the Creating Economic Opportunities Project (CEO, 2018-2023). These projects were assessed despite limited access provided by USAID partners to project documents and information; it was not possible to consult with project participants or related stakeholders. All three projects are quite new.

The three projects have different, specific scopes and objectives:

- The Sustainable Economic Observatory (SEOP) project aims to produce research on legal frameworks and policy development regarding the environment, food safety and nutrition, agriculture, and business environment.
- OMC project aims to strengthen the connections between remittances and economic development, through business and finance education and support for small business development.
- CEO project focuses on promoting access to finance, the development of a productive infrastructure, and on improving and supporting the development of small and micro-enterprises and the workforce.

Project gender focus

Only CEO includes an explicit focus on gender equality. It concentrates on ensuring that women and youth benefit equally from project opportunities. The SEOP project only mentions gender integration and social inclusion as an addendum to the existing project activities. OMC does not address gender equality at all. The CEO Project mainly focuses on: providing women with access to vocational training as a way to secure high paying jobs in non-traditional sectors; improve caregiving options for children and dependents, so that caregiving work does not prevent women from accessing the labor market; and enhance outreach to families to facilitate young women's ability to access training and jobs outside the home.

Gender Goals and Indicators in the CEO Project:

Gender Goal: 25,000 employed women (50% of total)

Youth Goal: 10,000 employed youth

Gender Indicators:

GNDR-3: Percentage of females reporting increased self-efficacy at the conclusion of USG-supported training/programs

GNDR-4: Percentage of participants reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities.

Gender integration in project documents

The integration of gender equality in the project descriptions is generally quite limited, with only one project (CEO) including specific gender-focused activities.

Gender capacities among USAID partners

Only one of the projects has a gender advisor providing support on all components of the project. A second project has put in place some internal training activities to improve the project team's understanding of the intersection between gender and ethnicity and their linkages with research and policy development. Though no projects have indigenous advisors, one project does include an indigenous organization as part of its consortium. In general terms, however, gender equality seems to be understood as limited to increasing the participation of women. None of the projects considers the five key gender constraints highlighted in the USAID Gender Equality and Women's Empowerment Policy or the domains in the USAID Women's Economic Empowerment Framework. There is also a shared need to clarify the key issues regarding gender equality and women's empowerment in indigenous communities.

Gender Integration Plans

Two of the three projects have developed GIPs. One consists of an internal policy on gender, youth, and indigenous peoples that aims to integrate this approach in project activities. The second presents an extensive diagnosis on gender equality, including an identification of constraints and opportunities for women's participation in each of the components of the project, followed by an extensive and comprehensive list of recommended activities to address them. However, the process for implementing those recommendations is unclear and is "dependent on project work plans, counterpart engagement, and other factors." As such, the GIP does not include concrete measures to implement the GIP activities, nor does it include indicators to assess them.

Monitoring, evaluation and learning (MEL) plans and indicators

- It was only possible to access the MEL Plan for one of the three projects.
- Two projects included standard USG Gender Indicators (GNDR 3 and GNDR 4).
- One project, SEOP, includes a customized output indicator regarding the "number of impact studies, diagnosis and thematic analyses that consider gender integration and indigenous populations."

Reporting

- The research team had access to only one annual report, in which gender equality reporting focused on internal training activities.

8.3 ADVANCES AND CHALLENGES

Women's rights and gender equality through legislative and policy development in key sectors

The SEOP project is specifically focused on developing legislative and public policy initiatives and political advocacy related to: (1) rural development and food security; (2) agricultural sector growth; (3) the environment, including climate change resilience and biodiversity conservation; and (4) a competitiveness and business enabling environment. It also aims to strengthen the advocacy capacities of Guatemalan civil society organizations to support the legislative and policy proposals promoted by SEOP. The project will be considering gender integration, indigenous peoples and youth inclusion, and rural development as cross cutting themes.

One of the main limitations of this project is that GEWE promotion and social inclusion were not part of the definition of the project itself; the project is now trying to add that focus in its strategy (with specific emphasis on the economic participation of women). This poses several challenges for project staff, in understanding the scope of work as well as the practical implications of integrating gender equality into research, policy formulation, and advocacy. Furthermore, it remains unclear how the research process will actually consider the GEWE themes.

In regard to engagement with civil society, the SEOP project strategy has not yet identified or established partnerships with women's networks working in the areas of interest. Such partnerships are fundamental for ensuring consideration of the specific needs and interests of Mayan, Garifuna, Xinka, and Ladino women in the legislative and policy proposals that will be developed. In addition, no efforts have been identified to coordinate with national institutions for the advancement of women, such as SEPREM and DEMI, or the gender units in the MAGA, Ministry of Environment and Natural Resources (MARN), or the

Ministry of Economy (MINECO). Though these agencies are quite weak in terms of resources and advocacy capacity within their institutions, most of them have clear knowledge of the gender constraints and specific women's needs and interests in their specific sectors.

Research is continuously needed to support legislative and policy initiatives to address gender inequalities in economic growth and development. USAID/Guatemala has contributed to this research through the Guatemala Women's Entrepreneurship Diagnostic (May 2018),⁷² the Gender Diagnosis of the Fiscal Policy in Guatemala (March 2018), and the Guatemala Labor Market Assessment.⁷³

Gender barriers in access to employment and sex-segregation of occupations

To date, two projects in this sector have included specific targets to reduce gender gaps in access to employment and sex-segregation of occupations. The CEO project has set a target of creating 50,000 jobs, including 25,000 for women and 10,000 for youth. The project has only recently begun, and it is still unclear which activities included in the project's GIP will be implemented to address these labor market gender gaps. However, the employment indicators for women and youth are not disaggregated in terms of type of employment (part-time/full-time, short-term/long-term), sectors (construction, industry, services, etc.) and level (operational, technical, management, etc.); thus, the project will have to make specific efforts to ensure that the jobs created do not replicate current labor market sex-segregation along these dimensions. Though the project's GIP lays out an extensive list of potential measures, only a few relate to gender equality norms or to social and behavioral change (SBC) within the private sector companies providing these jobs. Changing such norms would be a major challenge, however, as gender and ethnic discrimination and stereotypes are extremely prevalent and deeply entrenched in private sector labor practices in Guatemala.

The PUENTES project, Building Linkages Between Education and Life for Youth in Guatemala, is not considered here, as it is technically implemented under the Education Office portfolio. However, some of the project's components will support youth participants to access employment, to start small businesses, and to access technical and vocational training. The project is already completing a gender analysis to identify the key gender barriers that women and young women face in accessing these opportunities. Clear and comprehensive project strategies will be needed to address gender stereotypes, both among participants and key stakeholders (training institutions, employers, participants' families), in order to challenge existing gender gaps.

Addressing the specific needs of women entrepreneurs

USAID/Guatemala has recently produced the Guatemala Women's Entrepreneurship Diagnostic Study (May 2018),⁷⁴ which applies to women-owned and managed enterprises, including formal and informal small and micro-enterprises (SMEs). This study represents a key advance and should inform USAID/Guatemala programming in the sector, providing practical programming recommendations to improve the operating environment for women entrepreneurs. Increased knowledge exchange and enhanced USAID project coordination will be needed to ensure that the recommendations produced by the Diagnostic are taken into consideration in programming already being implemented.

In terms of financial services, some advances have been noted in improving women's access to financial advisory services through the OMC project, where women account for 63 percent of all clients receiving individual business development services (financial counseling) in bank offices. However, there are no

⁷² USAID/Guatemala. Performed under the Leadership in Public Financial Management II Project – LPFM II, 2018.

⁷³ USAID. USAID Labor Market Assessment. LAC Regional Workforce Development Program, November 2016.

⁷⁴ Ibid.

project activities to address the structural constraints that women face in accessing credit, such as limited property ownership. OMC project data substantiate these challenges: 74 percent of the women serviced in bank offices did not have any financial products, compared to only 26 percent of men.⁷⁵ Not considering this gender gap represents a missed opportunity, as women accounted for 77 percent of the clients with remittances and are therefore potential investors in economic activities.

Labor rights and discrimination in the workplace

No specific interventions have been identified as promoting labor rights, or eradicating workplace discrimination on any grounds.

8.4 RECOMMENDATIONS

1. Systematize and disseminate gender findings regarding the OMC project. Given its dimension and participants, these findings would provide USAID/Guatemala with updated information regarding gender equality, access to finance opportunities, and constraints that could be used to develop specific activities in other projects, such as the CEO project.
2. For the SEOP project:
 - 2.1. Ensure that all requests for consultancy proposals on legal and policy research and development include requests for technical support on gender analysis and gender integration. Put in place a Gender Advisory Committee to support and advise on gender integration in the law and policy proposals generated. This committee should include representatives from national level gender institutions (Presidential Secretariat of Women, Ombudsperson for Indigenous Women) and sectoral gender units (MAGA, MINECO, Ministerio de Trabajo y Previsión (MINTRAB)), as well as other relevant donors and key GEWE and indigenous and Ladino Women's CSOs having proven knowledge and expertise in this specific area.
 - 2.2. Include gender and national gender institutions in the MAGA's legal, technical, budgetary, and administrative analysis to implement the current public policies and address neglected problems in the development of the agricultural sector.⁷⁶ Within this context, develop and present a proposal to the Ministry to improve the Gender Unit's internal advocacy capacities and resources to implement the MAGA's Gender Equality Policy.
 - 2.3. As part of the research and policy agenda of component four (business environment and innovation), develop a specific activity to advocate for legal reforms to prohibit sexual harassment in the workplace.
 - 2.4. Promote knowledge exchange and collaboration between the CEO and SEOP projects in developing specific policy and legal proposals to improve the business environment for women.
3. For the CEO project:
 - 3.1. Review the Gender Integration Plan and define and prioritize specific strategies and actions to be implemented, including the development of monitoring indicators and budget resources. The activities in the GIP should be clearly developed in the project's annual work plan.

⁷⁵ Data provided by R. Velasquez, Financial Advisory Coordinator in Opportunities for My Community Project, July 21, 2018.

⁷⁶ SEOP Project. Agenda de Investigación del OES, October 2017.

- 3.2. Engage with the MINTRAB, UNDP, and key private sector actors to develop and implement the Gender Equality Seal for Private and Public Companies in Guatemala, following the experience and advances of 12 countries in Latin America that have already put such a program in place.⁷⁷
- 3.3. Request that USAID partners develop written codes of conduct regarding compliance with labor rights, including non-discrimination on any grounds in staff selection processes as well as sexual harassment in the workplace. Include, as part of the support given for individual businesses, training and awareness-raising activities in this regard.
- 3.4. Develop and implement, for the duration of the project, a comprehensive and sustained campaign focused on the private sector to address gender stereotypes and gender and ethnic discrimination in the workplace, following other donors' experiences in the Central American region.⁷⁸
- 3.5. Engage with PUENTES and the Technical Institute of Training and Productivity (INTECAP) to develop comprehensive activities focused on the eradication of gender stereotypes in technical and vocational training, generating a space for women and men to access non-gender-traditional courses.

⁷⁷ PNUD. Un Sello Que Inspira Cambios – Empresas que Promueven Igualdad de Adentro Hacia Afuera, April 26, 2018.

⁷⁸ Organización Internacional del Trabajo. “Decídete a Crecer” - Campaña Acompaña Esfuerzos para Sensibilizar sobre Estereotipos de Género en Formación y Empleo, June 30, 2016.

9. PROSPERITY SECTOR — MANAGEMENT OF NATURAL RESOURCES AND CLIMATE CHANGE

9.1 USAID/GUATEMALA'S STRATEGIC FRAMEWORK AND PROGRAMMING

The USAID/Guatemala DO3 focuses on Improved Management of Natural Resources to Mitigate Impacts of Global Climate Change. Intermediate results and sub-IRs include:

- IR3.1 Market-driven conservation and management strategies implemented
- Sub-IR 3.1.1. Market for community-based sustainable forest products promoted
- Sub IR 3.1.2. National and/or sub-national forest and land use strategies adopted
- IR 3.2 Vulnerability to the effects of global climate change reduced
- Sub-IR 3.2.1. Improved technologies to mitigate the effects of climate change adopted (disaggregated by sex)
- Sub-IR 3.2.2. Local institutions provided with access to risk identification and mitigation tools
- IR 3.3 Environmental governance strengthened
- Sub-IR 3.3.1. Local institutions strengthened to improve environmental management, protection, and enforcement of regulations

The 2012–2018 CDCS notes that approximately 80 percent of temporary and permanent jobs generated by community forestry concessions and environmental businesses are held by men and 20 percent by women, while non-timber products are almost entirely harvested and sold by women. It also notes that USAID assistance in the Petén region has had a consistent gender focus, with positive results: increases in the number of women serving as board members in community forestry concessions and holding positions as accountants and managers; decreases in male dominance [in local trades]; and increased investment in community infrastructure from income from sales of forest products.⁷⁹

The USAID Environment Gender Gaps Analysis for the Project Appraisal Document highlighted the following findings:⁸⁰

⁷⁹ USAID. Guatemala Country Development Cooperation Strategy: 2012-2018, 2012.

⁸⁰ USAID/Guatemala. USAID/Guatemala Project Appraisal Document: Environment Project, 2013.

- 26 percent of women report having influence over decisions pertaining to the use of income, compared to 90 percent of men.⁸¹
- A research study from the Institute of Nutrition of Central America and Panama (INCAP) indicates that women were five times more efficient than men in administering household finances.
- Agricultural income, like most income from any source, is considered family income.
- Alcoholism is an issue among males in Petén and results in household conflict, specifically regarding decisions about income use.
- Women's labor, including domestic duties and work on family farms and home gardens, is undervalued by both men and women. Women's labor has recognized value only when rented out (to an employer).
- The only women that participate in Community Development Councils are women heads of households.
- Men-only interventions to change gender norms about masculinity have not been effective or sustainable.
- Men's attendance in mixed-sex talks about gender is not effective.

The GGA provides the following recommendations to address gender equality:

- Scale up best practices, such as the Rainforest Alliance's guide for equitable project intervention strategies.
- Use simple tools, such as the International Fund for Agricultural Development's Closing Gaps (*Cerrando Brecha*) manual, to build staff and participants skills on addressing gender constraints.
- Work with youth on exploring equitable gender norms and roles.
- Identify program components where a different distribution of labor can benefit project outcomes and gender equality, such as women's role in administration or their participation in taking goods to market.
- Invest in skills-building for indigenous women to serve as project technical staff.
- Support activities to promote shared household decision-making, preparing household budgets, and respectful relationships.
- Strengthen women's negotiation skills in support of their participation in household decision-making
- Involve women in mapping exercises for disaster risk management (e.g., Plan de Ordenamiento Territorial con Enfoque de Genero).

The PAD aims to support two of the three goals in the USAID Gender Equality and Female Empowerment Policy: (Goal 1) Reduce gender disparities in access to, control over, and benefit from resources, wealth, opportunities, and services — economic, social, political, and cultural; and (Goal 3) Increase capability of

⁸¹ Ibid.

women and girls to realize their rights, determine their life outcomes, and influence decision-making in households, communities, and societies. The PAD also includes a list of specific activities to realize the gender equality priorities in these two goals. These goals, however, are largely not incorporated into the sub-purposes and related outputs in the PAD:

- Sub-Purpose 1: *Market-driven conservation and management strategies implemented.* To ensure that project activities involve and benefit both women and men, the project will seek to address the underlying, gender-based constraints to their full and equitable engagement, working with both sexes to increase effectiveness.
- Sub-Purpose 2: *Vulnerability to the effects of global climate change (GCC) reduced.*
- Sub-Purpose 3: *Environmental governance strengthened.* Support the appropriate dissemination of laws and regulations among target populations, with appropriate consideration for linguistic, literacy, and mobility constraints that particularly affect women in target areas.

9.2 GENDER INTEGRATION IN THE PLANNING AND PROJECT CYCLE

The research team assessed two USAID illustrative natural resources management and climate projects, covering the Western Highlands, the Mayan Biosphere Reserve, the Sierra de las Minas Biosphere Reserve, Alta Verapaz, and Baja Verapaz. The Natural Climate and Communities in Guatemala (CNCG) project is solely based in Guatemala, whereas the Low Emission Development Strategy (LEDS) project is a USAID program implemented in several countries around the globe. These projects have the following goals and objectives:

- LEDS: Reduce the effects of climate change and mitigate Greenhouse Gas (GHG) emissions by: establishing reliable science and analytics on GHG inventories and systems; building institutional capacity to understand, analyze, and respond to climate change challenges; providing technical assistance to implement low emission actions via demonstrations; and supporting communication and education on climate issues and low emissions development.
- CNCG: Improve natural resource management (NRM) and conservation of biodiversity through strengthened market-driven conservation strategies, support for the development and implementation of Reducing Emissions from Deforestation and Forest Degradation (REDD+) strategies, enhanced adaptive capacity to respond to climate change, strengthened capacities in local NGOs working on NRM, and support for initial stages of the Guatemalan-led Low Emission Development Strategy.

The research team interviewed the senior management of both projects and reviewed the following documents: project descriptions, recent technical reports, gender action plans/strategies, and MELS plans. Below is a summary of some of the advances and challenges for these projects in relation to the project cycle.

Project gender focus

Both projects displayed a substantial gender focus in their strategies and activities.

- The Climate, Nature and Communities in Guatemala Program (CNCG) project developed a gender strategy in its first year of operation; it adapted and utilized the Closing Gaps (*Cerrando Brecha*) Manual

to Guide Rural Organizations Towards Gender Equity⁸² to identify and address gender gaps. It also contracted a gender specialist to help strengthen gender integration in existing project mechanisms and tools, and held workshops on operationalizing the gender strategy.

- The LEDS project conducted a gender analysis and developed a gender and social inclusion strategy and guide. The project continues to receive technical support from a gender specialist that has been with the project since inception. It has developed a training module on climate change and gender for its staff and partners and produces a quarterly newsletter dedicated to gender and social inclusion within the project. Most notably, gender equality is an integral part of the project's overall strategy.

Gender integration in project documents

- Both projects' documents identify how the projects address gender equality in their activities; they included this in the project gender and social inclusion newsletter and technical reports.

Partner gender capacity

- The CNCG project does not include a gender specialist but works on gender integration through a partnership with Asociacion de Comunidades Forestales de Petén (ACOFOP) for its activities in Petén. However, it is unclear if it has similar partnerships or a GFP for the other regions of activity. The gender focal point at ACOFOP was clear on the disparities between men and women in the areas of project intervention, but less so on effective strategies to address them.
- The LEDS project has engaged a gender and social inclusion specialist since its inception. The consultant has significant knowledge of both the barriers and strategies related to gender equality, which is reflected in the degree of gender integration throughout project documents and activities.

Gender Action Plans

- The LEDS project developed a comprehensive guide on best practices for gender and social inclusion to support planning, budgeting, and implementation. Beyond addressing gender for different aspects of the project cycle (e.g., M&E, institutional capacity building, communications), this guide also includes practical tools.
- The CNCG project developed a strategy that includes considerations related to gender equality in relation to different project aspects.

Monitoring, Evaluation and Learning (MEL) plans and indicators

- Both the CNCG and LEDS projects included an adapted version of GNDR-2 (Proportion of female participants in USG-assisted programs) as an indicator in their MELS Plan.

Reporting

- Both the CNCG and LEDS project documents identified progress on gender integration in quarterly reports or other documented communications. These communications go beyond counting the number of women participating in project activities to report on both challenges and achievements in

⁸² IFAD et al. Cerrando Brecha: Manual Para Orientar a Organizaciones Rurales Hacia La Equidad De Género, 2013.

gender integration.

Results

- The CNCG project has increased women's participation in community forestry concessions and NRM activities, though women are participating to a much lesser extent than men (25 percent versus 75 percent). That said, it has already met its target percentage for women's participation of 14 percent for the life of the project — a relatively low target. Most notable are activities to promote women's inclusion in boards and management for community forestry concessions. In general, it appears that the project has had minimal impact on women's empowerment and gender equality, as concluded by an external evaluation of this project.⁸³ As the project states in one of their technical reports, "women have participated more in training processes and less in productive activities." In fact, men also make up the great majority of participants in its capacity-building activities.
- The LEDS project, which also only has one gender equality indicator (percentage of women's participation) has reported an increase in participation from 26 percent to 37 percent, with a life-of-project goal of 40 percent.
- Both the CNCG and LEDS projects could have additional results related to gender equality that are not being captured through the current MELS and reporting.

9.3 ADVANCES AND CHALLENGES

Income-generating opportunities for women

The CNCG project has created opportunities for women to generate income in natural resources management through their participation in non-timber value chains from community forestry concessions (e.g., xate, ramon, eco-tourism, and honey). Women interviewed confirmed that they were not previously involved in these productive activities, and that they were now contributing income for their household; many were serving or had served as members of community forestry concession boards.

Women's empowerment and gender transformative approaches

The LEDS project has documented gender transformative approaches to engage project participants in its low emissions development activities. The LEDS project newsletter on gender and social inclusion regularly includes stocktaking of pertinent activities. As well, the project conducts a quick gender analysis for each (matching) grant proposal it funds. These small matching grants, accompanied by technical assistance and training, serve to build the capacity of local organizations to design and implement low emissions actions. The gender analysis identifies existing inequalities and barriers for women that the grantee can address. Examples of activities include the following.

- In one community, the gender analysis found that only 5 percent of the representatives of the Community and Municipal Development Councils (*Consejos Comunitarios y Municipales de Desarrollo*) were women. The project coordinated with the DMM to increase women's participation, leading to

⁸³ DevTech Systems, Inc. Programa de Monitoreo y Evaluación: Evaluación de Medio Término del Programa CNCG, 2016.

a training activity for female leaders on climate change; the project ensured interpretation for speakers of the Mayan language *Mam* as well as visual materials, childcare, and meals for participants and children.

- In another example, the project promoted women's participation in capacity-building training for electricity and welding, trades which employ men almost exclusively. Sixteen women and 77 men participated in the training in the community.
- In another community, when the gender analysis found that a lack of identification cards was a barrier for women's participation in agriculture boards, the project incorporated solutions to this issue in the design of the funded activity.

Women's access to decision-making in environmental projects

One of the clearest paths for women's decision-making in climate change projects was their participation in community groups, as active members and leaders or as board members. Both CNCG and LEDS projects acknowledge the importance of women's access to decision making and made attempts to support its advancement. The LEDS project was able, through its grants program, to identify community-specific barriers for women's participation and directly address them (e.g., through identification cards, training, or childcare provision). The CNCG project noted in their report that "to increase female participation, measures are needed to include hiring childcare, aggressive sensitization campaigns, a quota system, incentives to participate, which are recommended for future projects."⁸⁴ It appears that there are different interpretations among projects regarding what they can do to achieve this objective.

Addressing women's time burden through access to water and energy

The only reference to women's time burden in relation to access to water and energy is in the LEDS project. In a case study for that project, LEDS worked with a local organization on supporting the adoption of clean cookstoves and water filters. The study found that in one community, 63 percent were using their clean cookstoves exclusively and 88 percent were using their water filters; others cited issues with the maintenance of these technologies. Recognition of savings in time was noted, including time saved in collecting wood and boiling water.

Gender integration in disaster risk reduction and management

The USAID Office of U.S. Foreign Disaster Assistance (OFDA) is responsible for supporting disaster risk reduction. After the June 2018 eruption of the Fire Volcano (Volcán del Fuego), OFDA provided humanitarian assistance to communities impacted by the eruption, which affected more than 1.7 million people according to the Government of Guatemala. The research pointed to enhanced risk of GBV for women and girls in the aftermath of this volcanic eruption, as in most disasters. It also pointed to differences between women and men in their social networks and knowledge about water sources and other utilities; as such, men and women play distinct roles in supporting disaster risk mitigation and response (DRM) initiatives. The support that OFDA and Government of Guatemala provided in the aftermath of the eruption revealed a need for more USAID/Guatemala gender-responsive DRM to address these distinct roles and capacities. This includes the need for a rapid assessment of safety risks in emergency shelters for women, youth, persons with disabilities, and LGBTI, and their access to emergency aid. A USAID Disaster Area Response Team (DART) could have been deployed to conduct such an assessment following the Fire Volcano eruption. National civil society organizations working with municipal government structures, along with some United Nations agencies, took measures to fill the gap

⁸⁴ Rainforest Alliance. Informe Anual 2017: Clima, Naturaleza y Comunidades en Guatemala, October 2017.

on gender-responsive disaster risk management. For example, the Women Empowered Group joined forces with the local community development council (COCODE), to form collection sectors to distribute aid.

9.4 RECOMMENDATIONS

1. Given that women's participation in economic activities within natural resources management is often focused on less lucrative products (e.g., xate, ramon), greater remuneration could be achieved through increased investment in added-value for these products (for example, processing needs for ramon), as well as finding markets for those products.
2. Continue to support women's participation in economic activities (e.g., bookkeeping, logistics, administration) in profitable value chains supporting NRM, providing them a living wage or better remuneration. This can also serve as a path for women's involvement in management of these value chains.
3. Continue to create a link between women's income-generating NRM activities and relevant markets (e.g., for natural or wood products), to help women (and projects) better understand the monetary value of women's work and how to price their time and their products.
4. Women's participation in income-generating activities in NRM or LEDS — areas currently mainly available to men — can allow projects to open conversations on gender equality in household decision-making regarding purchases and budgeting.
5. In relation to disaster risk reduction and management, develop programming that supports the GoG and national NGOs to build upon existing early warning systems that communities have successfully used, to ensure that the different roles and needs of men and women are addressed.
6. Within disaster risk reduction and management programming, support the development of new GoG and civil society practical tools and measures, as well as systematize existing ones, designed to assess and respond to the differential needs and risks (including GBV) for women and men in disasters.
7. Create opportunities for USAID projects on climate change and natural resources management to learn more about what other USAID projects are doing in relation to gender integration, to share effective gender integration approaches, challenges, and lessons learned.
8. Though many projects have developed a gender action plan or strategy, some projects are unclear on what USAID hopes to see in these plans and strategies. Better communication from USAID about what constitutes a complete gender action plan would be beneficial to USAID partners and AORs.
9. Project objectives do not always fit perfectly with USAID's standard gender indicators; for example, many projects adopting Gender Indicator #2 report only on the proportion of women that participated in the project. USAID can support partners to develop a list of relevant custom gender indicators to ensure that projects are addressing gender more fully and monitoring progress beyond women's participation.
10. Enhance USAID partner understanding of what types of expenses are permissible, to enable projects to better integrate gender considerations in their project activities. For example, while some projects provide childcare during women's attendance in events, other projects consider this an impermissible expenditure.

10. GOVERNANCE

10.1 USAID/GUATEMALA STRATEGIC FRAMEWORK AND PROGRAMMING

In the Country Development Cooperation Strategy 2012-2018, Governance is considered across-cutting issue, fundamental for the achievement of all three CDCS development objectives. Per USAID/Guatemala's request, the assessment analyzed governance as a stand-alone sector, in alignment with the U.S. Strategy for Central America, which will guide the 2019–2024 USAID/Guatemala CDCS.

In the 2012–2018 CDCS, the focus on governance is on strengthening national level government capacities, including the capacity of government to undertake administrative, financial, and strategic planning, and to improve transparency and accountability of key institutions, as a mean to increasing security and justice for citizens. The CDCS also emphasizes the importance of increasing attention to municipal governance, indicating that “improved local governance is essential to the achievements of all the DOs.”⁸⁵ The objective/commitments of USAID/Guatemala on governance and gender equality and women's empowerment are expressed as follows:

- “Local governance projects will continue to increase public awareness of gender equality so that more women are empowered to increase their political and civic participation. More specially, USAID has promoted the participation of women in municipal budgeting and other official processes and supports the institutionalization of the new Women's Municipal Offices and the Women's Commissions in the Municipal Development Councils. USAID will promote their participation in the design of local economic development plans for their municipalities, as well as in municipal commissions related to health, nutrition, water and food security.”
- “USAID will promote women's participation in the Community Development Councils and the Municipal Development Councils (COMUDES) to ensure their needs are addressed.”⁸⁶

The USAID Citizen Security GGA for the Security PAD⁸⁷ identified gender gaps regarding the roles of men and women in leadership, including their participation in the community, linkages to municipalities, and the roles and impacts of CSOs working on gender equality at the local level. To address these gaps, the PAD specified that projects will address the following objectives:

- Seek balanced participation and representation and facilitate the active involvement of under-represented groups, including women.
- Ensure that both men and women have input to and participate in community resilience programs.
- Work with and strengthen women's organizations as a critical way to obtain women's input to inform and advise on community interventions.

To implement these objectives, the GGA recommended the following potential project responses: (1) seek out women and youth role models and collaborate with groups working to build young women's leadership skills; (2) strengthen the capacity of DMMs to participate in the COMUDE; (3) facilitate the active participation of women in COCODEs, and accurately represent women's concerns; (4) work with church-based women's groups where women may be more actively involved; (5) encourage the

⁸⁵ USAID/Guatemala. 2012-2018 CDCS, 2012.

⁸⁶ Ibid.

⁸⁷ USAID/Guatemala. USAID/Guatemala Citizen Security Gender Gaps Analysis, 2013.

participation of youth leaders (of both sexes) in community resilience interventions; and (6) strengthen and link existing women's organizations and work with youth organizations.

The Citizen Security PAD produced in 2013 included Governance as a cross-cutting issue, but it did not include any specific IRs or SubIRs on Governance. Though the original PAD did not include specific results on Governance, it included a commitment to promote the political participation of women, youth, and indigenous organizations.

USAID amended the Citizen Security PAD in February 2017 to include a specific IR on Governance (see IRs and Sub IRs reported in the Security Assessment Chapter). This amendment also recommended that USAID/Guatemala complement the 2013 Citizen Security Gender Gap Analysis to identify and analyze potential gender constraints regarding: a) budget planning, execution and oversight; b) revenue generation; c) policy reform; and d) civil service capacity — areas that were not addressed at the time of the GGA. So far it seems that this complementary GGA has not been done.

Despite the robustness of the Citizen Security GGA, neither the CDCS nor the Citizen Security PAD (initial or Amended) include intermediate results, sub-intermediate results, or indicators focused on advancing and measuring progress on GEWE in Governance activities.

10.2 GENDER INTEGRATION IN THE PLANNING AND PROJECT CYCLE

The assessment analyzed four projects (see below) that address strengthening governance structures and capacities at both the community and municipal levels. More specifically, the projects aim to: 1. Enhance attention to the needs of the population, through the development of projects that articulate the public-private initiative; and 2. Strengthen civil society organizations in their role as auditors of public management. To realize these objectives, the projects focus on the following approaches.

- **Community level.** Develop and implement diagnoses and community development plans (community life plans); develop public-private projects to improve the living conditions of the population.
- **Municipal level.** Strengthen municipalities to foster more responsive, inclusive, and effective socioeconomic development while reducing local vulnerabilities; strengthen municipal management and budgeting processes and service provision; promote citizen participation and access to decision-making and accountability. Most of the projects also focus on preventing violence by addressing contributing factors.
- **Civil Society Organizations.** Strengthen the capacities of civil society organizations and key government institutions to promote social oversight and transparency in public management.

The geographic scope of these projects is diverse. Some work in urban communities with high violence prevalence (Urban Municipal Governance), and others work in municipalities (Nexos Locales) and rural communities (Communities Leading Development) in the Western Highlands.

The following summaries indicate advances and challenges in the project cycle.

Project gender focus

- All the projects reviewed conducted a gender equality analysis, though to varying degrees of comprehensiveness. All included an analysis of how to reduce gender gaps at the community and municipal levels, particularly in decision-making spaces and structures, and ensuring women's needs, interests and points of view are considered in municipal and community planning processes. They addressed youth and, in some cases, socially excluded groups such as LGBTI / persons with disabilities.

- The main strategies developed to implement the findings of project gender analyses are awareness-raising and training for partners and USAID technical teams, and the development of gender-sensitive (community or municipal) diagnoses. At the municipal level, they focus on strengthening capacities for developing and implementing gender-sensitive plans and budgets and supporting the capacities of the Women's DMMs. In the projects that address prevention of violence, they also emphasize the integration of GBV prevention within municipal activities, as well as improvements on GBV response at the municipal level. In addition, they focus on the support to CSOs advancing gender integration in their planning and performance. Some of the projects include activities regarding social and behavioral change communication (SBCC), with an emphasis on working with men to promote new masculinities.

Gender integration in project documents

- Two of the four projects analyzed integrate gender comprehensively into the project documents: gender gaps are clearly identified in the analysis sections; and specific strategies and activities are included in Intermediate Results descriptions. In the other two projects, the gender analysis findings are integrated in a more limited fashion, restricted largely to the specific “gender” chapter.
- Gender gaps and barriers are not addressed in the projects’ theories of change and MELs frameworks (objectives/goals, results, and intermediate sub-results). There is no IR or Sub IR in any of the projects specifically focused on addressing gender gaps, such as enhancing women’s participation or reducing inequality gaps in local governance.

Gender Capacities among USAID Partners

- All the projects reviewed have technical personnel specialized on gender equality. The technical personnel interviewed, in general, appear to be quite clear about the gender constraints existing in the territories that limit gender equality and women’s participation.
- Women, however, seem to be considered primarily as a vulnerable group, comparable to other vulnerable groups (disability, LGBTI, and youth). They are not considered as right-holders that represent half of the population, or as key actors in community development. In some cases, there is a need for increased clarity and focus on how gender inequality disproportionately affects specific groups of women and men (such as indigenous women) as well as enhanced attention on socially excluded groups (people with disability, LGBTI).

Gender Integration Plans

- All the projects reviewed have some form of GIP.⁸⁸ The UMG project has developed a clear, organized GIP that includes relevant strategies and actions across IRs, and translates the GIP into an annual work plans. In other projects, the GIPs are not as clearly articulated in the project scope of work and annual work plan. They need to better prioritize the activities to be implemented, or include a more clear and ambitious gender equality approach.
- Some projects have developed quite clear, organized GIPs that include relevant strategies and actions across project IRs. They also translated the GIP to annual work plans. In a few cases, the GIPs are not clearly articulated in the project scope of work and annual work plans, but rather are a list of activities that might be undertaken during project implementation. The projects that have more ambitious, clear, and strategic GIPs are mostly those where gender integration can be clearly seen in the project

⁸⁸ The Gender Integration Plans are given various names: Plan de Igualdad de Género e Inclusión Social; Estrategia de Género e Inclusión Social; Estrategia de Equidad de Género e Inclusión Social.

scope of work, such as for Urban Municipal Government.

- Though most GIPs include specific objectives on gender equality, only one includes specific programming, with a timeline and indicators to monitor them. None of the GIPs reviewed include precise goals or specified the budget allocated to their implementation.

MEL Plans and Indicators

- Three of the four projects assessed include two indicators on gender equality in their MELS framework: *Number of USG-supported activities designed to promote or strengthen the civic participation of women*, and *Number of laws or policies at municipal level that address gender inequality*.
- Where the indicators are included, projects set specific annual goals. However, the indicators included seem to be limited to measuring whether activities took place rather than higher level changes.
- An advance is the inclusion and integration of gender-disaggregated data in diagnostics, assessments, and plans.

Reporting

- Reporting on actual gender integration in project implementation is a general challenge for all but one of the projects. The annual and quarterly reports include only a few references to the implementation of programming to address gender equality, apart from one-off activities such as the celebration of International Women's Day (March 8th), and staff trainings on gender.
- The results provided in the monitoring reports are limited to data on the participation of women and men in project activities, in line with the indicators included in the MELS plan. This points to a need for custom indicators to measure project advances in gender equality.

10.3 ADVANCES AND CHALLENGES

Understanding the specific gender context of the intervention

All the projects carry out initial diagnoses, using different terms and methodologies. All identify gender gaps, especially in relation to the participation of women and youth in decision-making spaces. Two also assess the presence of women's organizations (UMG project, Community Leading Development (CLD) project). The UMG Project, in particular, maps physical areas of risk for women, and it creates women-only spaces that can make women feel more confident and secure when sharing their opinions and needs.

At the community level, the CLD project works to identify women and young leaders who can serve as technical staff on the projects — people who speak the local language and know the context, and who can serve as gender transformative role models.

The projects do not, however, identify the numbers of women and men that participate in community planning structures, or investigate the reasons behind the low participation of women (such as limited personal autonomy, access to income, land ownership, low self-esteem) to be addressed in their strategies.

Women's participation and decision-making at the municipal and community level

The primary emphasis in all the governance projects is on women's participation and decision-making at the municipal and community level. However, only the Nexos Locales project has specific gender goals —

in this case, targets for increasing women's participation in COCODES.

The strategies identified in the other projects focus on identifying and supporting women leaders who can serve as role models for other women. These potential leaders tend to be either single adults or younger, more educated women who tend to have more personal autonomy. A second focus is prioritizing women's participation in Food and Nutritional Security committees, building on women's role as responsible for the health and nutrition of the family.

The project strategies did not sufficiently consider women beyond their role as mothers. Such considerations are critical for the comprehensive integration of the needs and interests of women and youth in municipal planning and budgeting (beyond small women's projects). Thus far, no specific and clear strategies have been identified to allow women or youth initiatives a share of the funds available for community development. These more ambitious approaches would require shifting from a focus on women's participation to women's empowerment. Projects would need to take into consideration a wider and more comprehensive range of multilevel strategies (information, training, sensitization, mentoring, GBV prevention and attention, etc.), involving primarily women but also men, and engaging families, community leaders, and schools.

Another more ambitious objective would be to promote women's role in municipal political decision-making at the level of mayor or councilor. Although having women in these positions does not guarantee enhanced women's participation, it has been widely proven that, as more women enter these spaces, it becomes easier for other women to follow, as well as more probable that women's needs and interests will be addressed. However, the research team did not find any strategies or activities to support women's leadership focused on political participation, work with political structures, or support for related legal reforms.

Another challenge is in the apparent absence of specific strategies to reduce women's time poverty (domestic and reproductive workload), apart from adjusting project meeting schedules. Two of the projects analyzed are planning to enhance household access to drinking water, but neither has implemented clear strategies to ensure women's participation in these plans. Finally, no specific activities have been developed to promote women's participation in indigenous authorities and structures.

Addressing underlying gender equality norms, attitudes, and practices

To have an impact on gender equality in governance structures, it is critical to address gender equality norms, attitudes, and practices more broadly, and one tool to accomplish this is SBCC. The projects reviewed are targeting three groups using SBCC: project staff, community and municipal leadership, and families. Staff sensitization and capacity strengthening efforts are a key starting point, particularly for staff members who are in direct contact with the target population, and particularly promoting new male role models. This approach entails changing behavioral patterns of male staff, for example when supporting the communities in project events. One male staff related his experience: "In a community, it was time for *refracción* (food break). I grabbed the spoon to serve and the woman said I should not because I was a man; I insisted, and they accepted it."

Three of the projects have adapted well-developed and proven external methodologies in their initiatives: UNDP Safe Cities (for preventing GBV); Population Council's Opening Doors (for promoting girls' empowerment); and Promundo's approaches, for promoting new masculinities. This approach is preferable to creating untested new methodologies.

Most projects include activities to promote new masculinities, using very different approaches. These projects work at the community level to address new masculinities using an SBCC approach within the

family. These strategies have the objective of promoting men's involvement in domestic and family care activities. At the same time, they help to erode the norms, attitudes, and practices that impede women's participation.

Special challenges affect projects' work at the community level, not only in behavioral change but also in addressing GBV, as project staff may understandably be reluctant to disrupt traditional family and community dynamics. Indeed, USAID programming should not generate cultural conflicts. It is unavoidable, however, that addressing gender-related power imbalances will challenge family and community dynamics. Moreover, to have an impact on gender equality and GBV prevention, it will be necessary to disrupt men's traditional (almost total) authority over women. USAID partners need to be aware of this potential tension and should integrate strategies to reduce risks and to manage potential conflicts, in accord with existing national and international good practices.

Another area requiring improvement is the integration of specific, comprehensive women's empowerment strategies and activities in the areas of governance, engagement of men, and engagement of women's networks and organizations.

Engaging women in gender-responsive legislation, policy planning and budgeting

All the projects reviewed include some form of support or engagement with the DMMs. The projects' different objectives include: enhancing capacity to participate in municipal planning, budgeting, and decision-making processes; augmenting advocacy capacities to insert women's needs in the municipal agenda; and articulating with local women's groups and organizations to engage with the COMUDEs and COCODEs. These efforts have been mainly focused on the development process for food security and nutrition municipal plans.

According to the COMUDE law, every municipality must engage a women's commission to work with the municipality through the DMM to promote women's participation and advocacy. These Municipal Women's Commissions act as representatives of the women's organizations in a given municipality. Some USAID support has been provided to these commissions to develop operating plans and to prepare proposals for COMUDEs. Where a commission does not exist, efforts have been focused on advising women's organizations on how to establish themselves formally within the COMUDEs. In general, however, few projects are building the capacity of women's local organizations to engage municipalities via the involvement of the Commissions with the COMUDEs. This is a missed opportunity for women's organizations to participate in municipal planning, and to monitor whether municipalities are addressing women's needs.

Regarding women's engagement in policy and budgeting, some projects have made efforts. Nexos Locales and Civil Society for Accountable Governance have included DMMs and Municipal Women's Commissions in trainings on municipal budgeting and fiscal management. Under other DOs, the only clear and direct efforts in this area is the support given by HEP+ to OSAR, to advocate for implementation of the SHR legal framework and improved SHR services delivery.

Youth participation and engagement

In addition to promoting participation of women, all governance projects aim to enhance youth participation and inter-generational exchange. Particularly in Mayan communities, efforts need to be more comprehensive, in terms of engaging parents to support their children's participation, promoting youth self-esteem, providing relevant and enjoyable activities, and developing well-adapted and proactive methodologies. Further engagement is also needed with CSOs and sub-grantees with solid experience and

results in working with girls' and young women's empowerment; it has proven to be more effective to design activities specifically for youth than to include young people in activities designed for adults.

Supporting and strengthening women's and GEWE CSOs and networks

Apart from supporting Women's Municipal Commissions, the majority of the projects reviewed on governance lack specific strategies to support, strengthen, and coordinate with women's and GEWE CSOs. Exceptions to include projects such as the Civil Society for Accountable Governance project, which specifically focused on CSO strengthening, many of which have provided grants to GEWE organizations focusing on integrating gender equality and social inclusion principles and practices in these CSOs.

10.4 RECOMMENDATIONS

1. *Leadership and participation.* Improve methodologies for analyzing and addressing gender barriers that impede women's participation in governance spaces and structures at community and municipal level.
 - 1.1. Put in place a women's leadership program in the WH communities where USAID works, with two levels of intervention: young women, and adult women. This program would work together with current programs, building upon their experience and good practices. Participants would be drawn from women leaders identified by the programs. The methodology should be comprehensive and could be adapted from existing methodologies developed by Mayan and Ladino women's organizations.
 - 1.2. Promote a forum for existing programs (CLD, UMG, Prevention of Violence in Esquintla) as well as new USAID/Guatemala governance programs, working at the community level, to share good practices and strategies on gender-sensitive diagnosis methodologies, and on building women's capacity to participate in community processes (including SBCC on gender equality). Ensure that any programming includes: women-only safe spaces; caring facilities for small children at meetings; and trained women facilitators.
 - 1.3. Develop mobile information campaigns and training programs targeting indigenous and other women on community developing planning, including budgeting, public administration, and the implementation of laws at the local level.
 - 1.4. Integrate SBCC strategies and activities on gender equality and GBV into all community development plans and violence prevention programming. Align the methodologies for working with families on SBCC (such as Dignified Families) with global best practice on GBV SBCC, such as SASA methodology.
 - 1.5. Ensure that all USAID/Guatemala governance projects develop strategic alliances with Mayan and Ladino women's networks working on advancing women's political and social participation; include them as strategic partners who have specific expertise and knowledge to bring to the programming.
 - 1.6. Take measures to ensure that women have a means to care for small children in all activity projects, so women participants can take equally advantage of each training or meeting.
2. *Work with organizations.* Widen the support to GEWE NGOs, as key allies for advancing GEWE at the national and local level.
 - 2.1. Expand the Civil Society Advisory Group CSAG subgrants project and methodology to all USAID sectors of intervention.
3. *Continue to strengthen the capacity of gender institutions* at national and local level.

- 3.1. Put in place a specific project to strengthen gender institutions at national and local levels. This project should start from a specific diagnosis of the current existing bodies (including SEPREM, Gender Units, DEMI and DMMs) and should have the buy-in of the government, with a commitment to progressively increase its support and budget for this effort.
- 3.2. Broaden and sustain the support to the Municipal Women's Commissions. This may include training of women's organizations for developing and proposing projects for submission — whether to their municipalities or under USAID subgrants projects, or to other donors or government institutions (e.g., Ministry of Governance). Strengthen the Municipal Women's Commissions for local government oversight, in budget level and access to information and tools.
- 3.3. Build the capacity of the National Association of Municipalities and the Guatemalan Association of Indigenous Mayors and Authorities (AGAAI), institutionalizing their integration of gender equality, to better enable them to support Guatemalan municipalities' efforts to enhance women's and youth participation and to provide more gender-sensitive and inclusive public services.
- 3.4. Promote the participation of SEPREM and its capacity to influence the implementation of Policy for the Promotion and Integral Development of Women, through sectoral government institutions planning processes in projects working with Secretary of Planning and Programming (SEGEPLAN).
4. *Develop specific activities to promote legal and cultural changes that will facilitate increasing women's political participation.*
 - 4.1. In current projects working at the municipal level, integrate specific activities to prepare and promote women's leaders, focused on advancing women's political participation as candidates in the 2020 elections. The activities should include working with political parties to create spaces and mechanisms for women's participation, as well as engaging with networks of women mayors. Systematize lessons learned from current women councilors and mayors, gathering inputs for better developing the activities.
5. *Improve monitoring, evaluation, and learning systems.*
 - 5.1. Develop more appropriate indicators to measure women's and girls' empowerment in participation. The USAID/Guatemala governance project should produce a yearly report identifying the barriers that women face in active participation in the projects and proposing measures to address them.
 - 5.2. Support research on the relationship between the incidence of intimate partner violence and citizen insecurity, in marginal urban communities with high rates of violence in Guatemala.

II. CONCLUDING RECOMMENDATIONS

II.1 Enhancing Gender Integration in Planning and Project Cycle

CDCS 2019-2024: USAID/Guatemala Gender Equality Results Framework for 2019-2024

- *Prioritize gender objectives.* Identify and prioritize the specific gender gaps/issues that USAID/Guatemala would commit to for each Development Objective (DO) and sector. According to the gaps, USAID/Guatemala should identify three or four gender objectives for each DO/sector, setting the goals, intermediate results, and indicators for each one.
- *Inclusion of in gender objective.* Support every project (mechanism, activity), depending on its focus, to contribute to at least one of the gender objectives mentioned above. The selection of the specific gender objectives should be guided by USAID sector-level priorities, U.S. Government regional priorities, and Government of Guatemala national priorities (including the Sustainable Development Goals).
- *Customized gender indicators.* Create a list of USAID customized gender indicators by sector that projects can reference when developing their MELS plans. References can be taken from diverse sources available (e.g., USAID Gender-Sensitive Indicators for use in Europe and Eurasia January 2016).⁸⁹

USAID/Guatemala institutional capacities

- *Inclusive Development Mission Order:* The USAID/Guatemala IDWG should develop and implement an Action Plan for the 2019–2024 CDCS, according to M.O. guidance. This action plan should have the same period of implementation as the CDCS but also include a midterm update. It should include USAID and partner gender capacity strengthening (training, sensitization, communication campaigns) and also specific activities directed to guide, advise, and monitor gender integration in projects implementation.
- *Indigenous Engagement Plan:* Review the USAID/Guatemala Indigenous Engagement Plan from a gender perspective, with the support of the Indigenous Youth Advisory Committee, to ensure that it reflects existing gender gaps and establishes mechanisms to engage with indigenous women's CSOs to provide and receive technical assistance.
- *Budget for IDWG action plan:* Allocate specific funds, at the beginning of each year, for the development of the activities included in the IDWP.
- *Staff accountability on gender equality and women's empowerment:* Review job descriptions of those who form part of the IDWG, to ensure gender integration is included in their job responsibilities in line with Mission Order guidance. The assessment of performance related to these responsibilities should be part of their Annual Performance Evaluation, in compliance with the Mission Order. This should also apply to AORs/CORs, as the ones who guarantee if and to what extent gender considerations are considered in project implementation.

⁸⁹ USAID Learning Lab. Gender-Sensitive Indicators for Use in Europe and Eurasia, January 2016.

11.2 Gender integration in implementation mechanism (projects)

RFPs and solicitations

- *Gender language in RFPs:* Review the standard gender language for the requests for proposal (RFPs) according to the 2019–2024 USAID/Guatemala Gender Strategic Framework. Ensure that this language is explicit, and the specific gender objectives, goals and indicators required for the project (implementation mechanisms) are clearly stated.
- *Gender action plan in technical proposal:* Stipulate in RFPs/RFAs that bidders should include a preliminary gender action plan as part of the technical proposal. USAID/Guatemala should provide a template and a guidance on how to prepare it.
- *Review of solicitation documents:* Ensure that the Inclusive Development Advisor and the Indigenous Advisor review all project solicitation documents before they are published, to ensure their compliance with both USAID Gender Equality Policy and USAID Guatemala Indigenous Engagement Plan.
- Request organizations bidding in a consortium include an organization with specialized GEWE expertise. Allocate additional points for those proposals that include a GEWE expert or GEWE NGO in the consortium. Support measures for the AOR/COR to engage the Inclusive Development Advisor, the Planning and Program Support Office, and OAA to review the selection criteria.

Project implementation

- *Initiate gender training for USAID partners:* USAID/Guatemala must provide, at the beginning of implementation of any award, an introductory training on gender integration to key personnel among the partner management and technical staff. In this session, USAID should provide insights on USAID Gender Equality Policy and USAID Women's Economic Empowerment Framework and clarify USAID/Guatemala expectations in terms of GEWE integration into the project. This is particularly important for USAID partners, so that they can clearly understand USAID definitions regarding Gender Equality and Women's Empowerment, Indigenous integration, and Social Inclusion.
- *Provide all partners with a standard format for a Gender Integration Plans:* The GIP must clearly connect the gender objectives of the project with USAID/Guatemala's Gender Results Framework and the USAID/Guatemala Indigenous Engagement Plan. The GIP must include, for each outcome or component of the project, specific GEWE goals, activities, indicators, and budget allocation. The USAID partner must ensure all activities included in the GIP are reflected in annual work plans and budgets.
- *Provide periodic advice and guidance to partners to ensure effective gender integration into project implementation:* This has emerged as a key issue during the consultation process with USAID partners. These meetings should allow also for sharing knowledge, experiences, and best practices and encourage coordinated, multi-sectoral interventions.⁹⁰ The mechanisms should be decided according to availability of internal resources and time. The Social Inclusion Development Advisor could organize periodic meetings with project-level gender focal points, by sector. USAID/Guatemala could also hire an external company/CSO that could support the IDA in this regard.

⁹⁰ This recommendation was provided very frequently during this assessment but was also highlighted in the Final Report of Technical Assistance and Coaching on Gender Analysis and Integration for USAID/Guatemala, November 2012 – March 2013.

- *Increase USAID/Guatemala demand and follow-up on gender integration/advances.* Produce, print and disseminate a biannual report on advances and challenges in gender equality and women's empowerment that identifies good practices, success stories, lessons learned, and opportunities for further improvement. This report could be presented in a public event to communicate USAID/Guatemala's commitment, performance, and added value, as well as highlight the achievements of top performing partners.
- *Promote USAID partner gender champions:* Create a biannual competition to recognize projects that have made significant efforts to address gender gaps and to promote women's and girls' empowerment. USAID/Guatemala should involve project-level gender focal points and external experts to judge the projects. There could be different categories of recognition, so that several projects receive awards (at least one for each USAID/Guatemala office). Funding would only be needed for the awards ceremony. Recognition would serve as a reward in itself, and also allow USAID partners to reference this achievement in future bids.

11.3 Recommendations for enhancing gender integration in all projects

- *Challenge gender norms:* USAID/Guatemala should request that its partners challenge gender norms in their staffing, particularly by hiring women to work in non-traditional female roles, such as agricultural extension staff or other field-based technical staff.
- *Work strategically on behavioral change for men and boys.* Though this issue is permanently in the conversation with USAID partners, few results seem to have been achieved. USAID/Guatemala should support the development of a pilot methodology to promote men's behavioral change that takes into consideration all the strategies developed thus far; this methodology should advise *all* related activities in the different projects. This methodology should build upon on international and national best practices.
- *Engage with GEWE CSOs as much as possible* (e.g., in project design support, as resources for technical assistance to USAID partners, and for project-level gender assessments).
- *Promote and support women's networking at the municipal and community level,* and particularly Mayan women's organizations for every project being implemented in the WH.
- *Support all projects to have protocols in place for responding to cases of GBV* (of women, children, LGBTI) through project activities. USAID-funded projects have a responsibility to respond appropriately and to have clear guidance on how they address GBV response (e.g., referral to services, reporting child sexual abuse cases).

ANNEX A: STATEMENT OF WORK

USAID/Guatemala Gender Analysis and Assessment Scope of Work For 2019-2024 CDCS

I. BACKGROUND

USAID/Guatemala is preparing to develop a new Country Development Cooperation Strategy for FY 2019-2024. The current CDCS is valid from 2012-2019. To inform the new CDCS, USAID/Guatemala needs to conduct the following analyses/assessments:

Mission Gender Analysis: USAID/Guatemala will conduct a Mission Gender Analysis to provide a framework and baseline for effective integration of gender concerns in its programs. This responds to USAID gender requirements and complies with ADS 201.3.2.9 and ADS 205 that require that Strategic Plans must reflect attention to gender concerns.

Gender Assessment: A review of attention to gender in current mission's programming (through a desk review of program documents and interviews with implementing partners and Agreement Officer/Contracting Officer Representatives). The results of the gender assessment will help prepare the gender analysis and its recommendations.

2. MISSION GENDER ANALYSIS⁹¹ AND GENDER ASSESSMENT⁹²

The research team will prepare a gender analysis and assessment report. In alignment with ADS 205, the gender analysis portion of the report will provide a country-wide analysis of gender roles and constraints (including gender-based violence). The purpose of the gender analysis is to inform USAID/Guatemala's strategic planning and program implementation. It will identify the key gender inequalities, issues and constraints and make recommendations on how USAID/Guatemala can achieve greater gender and social integration in its CDCS, programs and projects. The analysis will help the mission identify, understand, and explain the gender gaps⁹³ within men and women that belong to the following groups: indigenous and

⁹¹ **Gender Analysis:** An analytic, social science tool that is used to identify, understand, and explain gaps between males and females that exist in households, communities, and countries, and the relevance of gender norms and power relations in a specific context. Such analysis typically involves examining differences in the status of women and men and their differential access to assets, resources, opportunities and services; the influence of gender roles and norms on the division of time between paid employment, unpaid work (including subsistence production and care for family members), and volunteer activities; the influence of gender roles and norms on leadership roles and decision-making; constraints, opportunities, and entry points for narrowing gender gaps and empowering females; and potential differential impacts of development policies and programs on males and females, including unintended or negative consequences.

⁹² **Gender Assessment:** A review, from a gender perspective, of an organization's programs and its ability to monitor and respond to gender issues in both technical programming and institutional policies and practices. A gender assessment is a flexible tool, based on the needs of a Mission, and may also include a gender analysis at the country level. If a gender analysis is included in a gender assessment, this meets the ADS requirements. Findings from a gender assessment may be used, for example, to inform a country strategic plan or a DO and/or develop a Mission Gender Plan of Action or a Mission Order on gender.

⁹³ Gap definition: disparity (Merriam Webster). The gaps in this case are between indigenous males and females or between indigenous and non-indigenous women and urban women vs. rural women and/or urban women vs. urban men.

non-indigenous, youth, people with disabilities and persons with other sexual orientations--LGBTI persons, urban and rural inhabitants. It can also extend itself to look at other disadvantaged populations that exist in households, communities, and in the country. This analysis should also disaggregate population by age: children, youth (10-29) and adults.⁹⁴ to the extent that there is information available, as they relate to the technical areas identified below and, more specifically, those areas highlighted during initial consultation discussions with USAID/Guatemala. It is also used to identify the relevance of gender norms and power relations in a specific context (e.g., country, geographic, cultural, institutional, economic, etc.). Of equal importance, the analysis will include concrete recommendations on ways to mitigate gender inequality that can be integrated into USAID/Guatemala Development Objectives (DOs), IRs and sub-IRs, monitoring and evaluation, and indicators.

Gender Analysis:

Per ADS 205.3.3., the gender analysis must provide descriptive statistics)⁹⁵ on men and women and LGBTI (education, health, community participation, political participation, economic activity and earning, time use, violence, etc.) and will also provide country and sector-level quantitative and qualitative data on the key gender gaps for indigenous and non-indigenous in each of the domains described in section 205.3.2: Laws, Policies, Regulations, and Institutional Practices; Cultural Norms and Beliefs; Gender Roles, Responsibilities, and Time Use; Access to and Control over Assets and Resources; Patterns of Power and Decision-making. These data will focus on the country level and on specific sectors where Mission resources are likely to be concentrated. At this level, the analysis should, to the extent possible, also provide information about groups of women or men that are particularly disadvantaged or that have strong unmet needs for empowerment (e.g., LGBTI persons, women from marginalized ethnic groups, women with disabilities, and so forth). All data and statistics will be disaggregated by age group and demographics (e.g., economically active population, indigenous and non-indigenous, family composition (with/without children) immigrants, economic activity, wealth index, etc.) for the purposes of comparing gender issues within those groups and among non-group members.

It is expected that additional analyses may be needed for key sectors as the activities progress. Key lines of inquiry for the analysis include the following (all of which should cover the relevant domains listed in ADS section 205.3.2:

⁹⁴ The analysis must disaggregate by demographic group in order to be able to identify youth. USAID Youth in Development Policy defines youth in the cohort of 10-29 years. On the other hand the UN, for statistical consistency across regions, defines 'youth', as those persons between the ages of 15 and 24 years, without prejudice to other definitions by Member States. .

⁹⁵ADS 205.3.2. Descriptive Statistics in Gender Analysis: Gathering statistics on women and men is a core element of carrying out a gender analysis. As much as possible, these statistics should not treat men and women as monolithic categories, but should reflect the intersection of sex with other characteristics such as age, marital status, income, ethnicity, race, disability status, geographic location, sexual orientation and gender identity, or other socially relevant category as appropriate, in: Education, Health, Political participation, Economic activity and earnings, Time use, Violence, and Other relevant domains. It is important to understand the intersecting identities a person has in order to capture the extent to which they may or may not experience heightened marginalization or exclusion in society. Statistics disaggregated by sex should be collected and reported separately in two different categories (male or female) or fashioned into ratios or absolute or relative gaps to show the status of females relative to males. Indicators pertaining to either males or females only should also be included, for instance, those measuring progress toward women's participation and leadership.

What are the current gaps within men and women that belong to the following groups (listed below) in terms of gender analysis key domains⁹⁶, and provide recommendations on how USAID programs can help close gender gaps found in the following areas and sectors where USAID works⁹⁷:

Primary: indigenous and non-indigenous, youth, urban and rural inhabitants

Secondary: people with disabilities, lesbian, gay, bisexual, transgender and intersex persons,

Development Objective 1 - Greater Security and Justice for Citizens: Democracy and Governance (justice, decentralization,⁹⁸ political participation, community participation, civil society strengthening, anti-corruption, conflict mitigation, fiscal and procurement reform, and violence prevention.);

Development Objective 2 - Improved Levels of Economic Growth and Social Development in the Western Highlands:

- Education (youth workforce development; youth development; primary education; early grade reading; bilingual education; teacher training' school-related GBV⁹⁹ in all the areas mentioned before; youth and basic education policy, etc.);
- Economic Growth (non-agriculture economic growth and agriculture, informal economy);
- Health (nutrition, family planning, maternal and child health, health financing, civil society development and advocacy, health policy, health systems strengthening).

Development Objective 3 - Improved Management of Natural Resources to Mitigate Impacts of Global Climate Change:

- Environment (resilience to climate change, conservation of biodiversity, sustainable management of natural resources, etc.);
- What are the key issues and constraints to equitable political and socio-economic participation and access to economic, political, and social opportunities of men and women in Guatemala, with an emphasis on the sectors and regions where USAID/Guatemala programs operate (mentioned above)?
- What are the areas of opportunities for USAID's activities within priority sectors to help Guatemala overcome those constraints?
- How does migration differentially affect men, women and LGBTI populations (provide information

⁹⁶ Laws, Policies, Regulations, and Institutional Practices; Cultural Norms and Beliefs; Gender Roles, Responsibilities, and Time Use; Access to and Control over Assets and Resources; Patterns of Power and Decision-making.

⁹⁷ The analysis must be done from a racial/ethnic perspective in order to obtain data between the advantages/disadvantages between indigenous and non-indigenous females and males, for example.

⁹⁸ For the gender gap analysis, please consult the gender gap analysis for the 2013 Project Appraisal Documents for each sector.

⁹⁹ School-related gender-based violence is physical, sexual or psychological violence or abuse that is based on gender stereotypes or that targets students on the basis of their sex, sexuality or gender identities. The underlying intent of this violence is to reinforce gender roles and perpetuate gender inequalities. It includes rape, unwanted sexual touching, unwanted sexual comments, corporal punishment, bullying, and verbal harassment. Unequal power relations between adults and children and males and females contribute to this violence, which can take place in the school, on school grounds, going to and from school, or in school dormitories and may be perpetrated by teachers, students, or community members. Both girls and boys can be victims, as well as perpetrators. School-related Gender-Based Violence (SRGBV) results in sexual, physical, or psychological harm to girls and boys. What is the cost of school-related gender-based violence? USAID. 2015.

disaggregated by ethnicity and age)? What are the consequences of migration in regards to gender? Specifically, women tend to face a burden after men migration and they are left behind.

- What is the legal and policy framework to support gender mainstreaming, including gender-sensitive policies both at the central and local level in those municipalities where USAID works. (This can be done through a spot check of how these municipalities are incorporating these issues)?
- What are the effects of gender-based violence (for different populations, but also within the context of each priority sector listed above under 2.a)?

Gender Assessment:

The gender assessment portion of the report will build upon the gender analysis to assess USAID's attention to gender sensitivity and gender integration in current USAID/Guatemala strategic planning frameworks and projects/activities.

The assessment should also include recommendations for better addressing the gender gap in the sectors in which USAID works. Findings, recommendations and results from the gender assessment will inform USAID's gender analysis.

In 2013, USAID/Guatemala developed gender gap analyses for the Project Appraisal Documents, which included the citizen security, agriculture, health, education and environment sectors. Analyze how the gender gaps from that analysis have changed during the past five years. This can be done by taking the gaps identified in the 2013 gender assessment and verifying: (1) if USAID did something to address them, and (2) if the conditions have changed in the last years, which is not necessarily directly attributed to USAID/Guatemala. The assessment will include recommendations for better addressing the gender gaps identified in the gender analysis in the sectors in which USAID works. The recommendations will concentrate on how USAID can operationalize gender and social inclusion within upcoming CDCS Results Framework and further Project Appraisal Documents. It will identify possible entry-points for incorporation of gender and other considerations in carryover activities and potential new programs. The research team will work with Mission M&E focal point to propose CDCS gender indicators and M&E framework and as appropriate, to incorporate the Agency's eight gender key issue indicators into the framework. The research questions for the assessment include the following:

What are the impacts of the mission's proposed strategic approaches to address gender equality and on gender-based relations, taking into consideration ethnicity, age, and rural/urban residence, as well as other key variables in the different technical and geographic areas of intervention?

What are gender-based constraints to and opportunities for equitable participation, including for civil society, in planned and existing USAID/Guatemala programs?

What are successful examples of gender equality, female empowerment, and addressing gender-based violence in the country or region where USAID works, as a result of USAID's work. This relates to impacts on direct beneficiaries, as attribution in the general population is difficult to confirm without more scientific research.)?

How did GBV contribute to or hinder the achievement of proposed development outcomes?

What are the gender issues for which USAID/Guatemala possesses a comparative advantage to address, which includes identification of other major donors' gender strategies in the country?

What is the institutional context supporting gender mainstreaming in the mission (policy, staffing, capacity building)?

Coordination of gender activities within USAID different projects

3. ANALYSIS METHODOLOGY:

Gender Analysis and Assessment:

The gender analysis will comprise a combination of primary and secondary data collection. The desk review will include analysis of secondary data, including national and regional statistical databases as well as literature relevant to the sector and the region. Relevant statistical indicators will be selected and updated- informed/circumscribed to the sector and region prioritized by each DO. USAID/Guatemala will create a Google Drive Folder to drop all the reports that are not found on internet; i.e., USAID/Guatemala CDCS, PAD gender analysis, as well as other reports.

Primary data collection will include semi-structured interviews and focus group meetings with USAID staff, implementing partners, Government counterparts, national NGOs, and key civil society stakeholders.

For the gender assessment, the team will rely on a desk review of USAID projects documents, such as PAD gender analyses, Cooperative Agreements/Contracts, work plans, MEL plans, quarterly reports, evaluations, gender action plans for the projects, as well as semi-structured interviews with key informants and focus groups to gather additional information where secondary data are lacking. Efficiencies will be promoted by interviewing the same groups for both the gender analysis and gender assessment. For the gender analysis and assessment, the research team will consider the following:

Comprehensive review and analysis of pertinent literature and documents. Relevant materials might include, but not be limited to:

- Política Nacional de Promoción y Desarrollo Integral de las Mujeres -PNPDIM- y Plan de Equidad de Oportunidades -PEO- 2008-2023;
- Encuesta Nacional de Condiciones de Vida (ENCOVI 2014);
- Encuesta Nacional de Salud Materno Infantil (ENSMI 2015) and departmental data sets;
- Guatemala status in global gender gap index of the World Economic Forum over time;
- Informe de la II Encuesta Nacional de discapacidad en Guatemala (ENDIS 2016)
- Sistema Nacional de Indicadores Educativos. add g. Review the Childhood Marriage Law (13-2017) that includes reforms to the civil code (Código Civil)

USAID/Washington documents including, but not limited to:

- The Automated Directives System 201 and 205, the 2012 Gender Equality and Female Empowerment Policy,
- U.S. Strategy to Prevent and Respond to Gender-based Violence,
- USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children,
- U.S. Strategy to Empower Adolescent Girls,

- Counter-Trafficking in Persons Policy,
- USAID's Youth in Development Policy,
- USAID Disability Policy Paper,
- Advancing Disability-Inclusive Development,
- USAID LGBT Vision for Action,
- USAID Policy on Non-Discrimination,
- Equal Employment Opportunity, Diversity and Inclusion,
- Presidential Memorandum on International Initiatives to Advance the Human Rights of LGBT Persons.

USAID/Guatemala documents, such as, but not limited to:

- Gender Analysis (2009), the Mission's 2012-2018 CDCS, results frameworks for the DOs, Inclusive Development Mission Order, evaluations. You can visit USAID/Guatemala website. Technical analyses for strategy development such as the case study on migration performed by DevTech in August 2016, the guide on good practices for social inclusion and gender equity under the Low Emissions Development Project, operational strategy for gender performed by Climate, Nature and Communities in Guatemala project, youth mapping exercise, etc. When interviewing the teams, they can provide further documents.
- PAD Gender gap analyses and action plans for USAID-funded implementing mechanisms;
- Gender policies developed by implementing partners;
- Studies and assessments concerning gender conducted by donors, NGOs, national governments, regional organizations, and the academic community;
- National statistics on women from the national statistics institute and the UNDP Human Development Index Reports;

Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g., Democracy and Governance (justice, decentralization, community participation, political participation, civil society strengthening, anti-corruption, conflict mitigation, fiscal and procurement reform, and violence prevention.); Economic Growth (non-agriculture economic growth and agriculture); Education (youth workforce development; youth development; primary education; early grade reading; bilingual education; teacher training; school-related gender-based violence; youth and basic education policy, etc.); Health (nutrition, family planning, maternal and child health, health financing, civil society development and advocacy, health policy, health systems strengthening); Environment (resilience to climate change, conservation of biodiversity, sustainable management of natural resources, etc.); migration, youth engagement).

USAID/Guatemala indigenous assessment.

Secondary Analysis of Data on Violence Against Women and Men in Guatemala.

Meetings and discussions with USAID/Guatemala and implementing partners' staff involved in developing the Mission program. These shall include where possible:

- Entry briefings with the Inclusive Development Advisor, the core inclusive development working group, the Indigenous Advisor, the Planning and Program Support Office and the Front Office;
- Preliminary briefing session for USAID/Guatemala staff on the ADS 205 requirements for addressing gender in USAID programming;
- Meetings with DO teams and implementing partners on specific sectors and areas of interest, to jointly identify possible links to inclusive development issues in each DO and come up with recommendations to adequately consider these issues in the draft CDCS; to identify possible entry points for the incorporation of gender and inclusive development considerations into ongoing and future activities taking into consideration the cultural context of Guatemala, and to recommend how inclusive development considerations can be adequately treated in the Mission draft CDCS;
- Presentation of the draft gender analysis and assessment to USAID/Guatemala staff to obtain feedback; and
- Exit briefings with the Inclusive Development Advisor, the Planning and Program Support Office, and the Front Office.

Interview selected key expert stakeholders, beneficiaries and other community members, and implementing partners involved in current and proposed programs, including local gender expert resource groups, perform focus groups, site visits to selected program activities as time permits, and ask them about problems, successes, and potentialities for improving attention to gender in USAID activities. To the extent possible, a representative from each technical team of USAID/Guatemala will accompany the team during the interviews, focus groups, and site visits.

4. MAIN AUDIENCES

The main audience of these analyses and assessment is USAID and its implementing partners; they will particularly help the Program Office and DO teams in the preparation of mainstreaming gender in the CDCS 2019-2024 and program and/or project design work.

5. ESTIMATED LEVEL OF EFFORT

Performance Period: For the gender assessment is approximately three months (12 weeks) to start o/a May 1 – August 31, 2018.

- 5 weeks to prepare the inception report (May 1-31).
- five weeks for field work (June 1-July 5). Present preliminary results to USAID (July 25).
- USAID completes review of draft Gender Assessment (August 10)
- 5 working days to prepare the final gender analysis, assessment based on USAID comments. (This can be done from the United States.) (August 13-17)
- 5 working days for USAID to provide comments
- 5 working days to incorporate comments and submit final report to USAID (August 31)

- 5 days in Guatemala to present results of the Gender Analysis to USAID, partners and GoG.
- Note that this TO includes a five-day work week while in the United States and six-day work week while in Guatemala; therefore, salaries are calculated on that basis.

6. DELIVERABLES

The schedule of deliverables reflects the level of effort and does not include the time that would take USAID to review and approve them.

The timeline would be applied in a strict fashion and would be explicitly stated as part of the contract.

Gender Assessment

The estimated dates for the Gender Assessment are: May 1 to August 16, 2018 with a 5-day work week (Monday through Friday) in the United States or home country, and a six-day work week (Monday through Saturday) while in Guatemala. We are anticipating 55 days of LOE for the Team Leader (Gender Assessment), 50 days of LOE for a Senior Gender Expert (Gender Assessment only), and 35 days for a National Gender Expert.

The research team must submit the following deliverables which are associated to the schedule of payments as shown in the table and paragraphs below:

Deliverable timetable and payment schemes

The first deliverable includes the Inception Report (IR) and Work Plan. The IR is key since its contents should provide fully fledged and detailed description of how the gender analysis and the gender assessment will be carried out from beginning to end. It should include a detailed methodology for the Gender Assessment, detailed activities for the operationalization of the desk review and potential primary data collection, including localities and timeline for both fieldwork and the entire work, and necessary annexes to include any other relevant material. The IR is expected to have benefited from (a) review of all statistical databases identifying availability of information; (b) review of all the provided literature including additional secondary information retrieved by the research team; (c) the initial/ kick-off meeting; and (d) any other preparatory work before desk review and data processing. The IR should be clear, coherent and should not have any remaining issues and questions regarding any design or implementation issues. The Work Plan will include a detailed schedule of desk review activities and field work, timeline for data processing and analysis, and drafting of final report, and any other relevant information regarding the assessment.

The second deliverable has two products: a) a presentation of preliminary findings of the Gender Assessment to USAID (power point presentation); and b) populated index or reports outline of the Gender Assessment. The populated index will be in the final format agreed upon in the IR and will include the main ideas in each section which reflect in the most accurate way the content of the final report.

Deliverable 3 will include a draft of the gender assessment report. It is important that the report follow the pre-established format in the IR, ensuring all comments made to the populated index were incorporated. The draft of the final reports will include tables and graphs, index and acronyms, and appendices (unless the latter are extensive). Each report shall not exceed 30 pages in length (without including appendices, lists of key informants, etc.) and will include any database in an Excel sheet in electronic format.

Deliverable 4 will comprise the final gender assessment report.

The team must also submit all data records in Excel in electronic format and any other data collection instruments used. In case of semi-structured interviews, transcription files of key informants shall be provided.

Finally, the consultant team will conduct a final presentation of the Gender analysis and assessment in PowerPoint which will focus on the findings, conclusions and recommendations.

Each report (gender analysis that includes the gender assessment) will include the following sections:

Executive summary (3-4 pages): In English and Spanish. Synthesizes main findings, recommendations, and lessons learned. Does not include new information not available in the report. This must be a stand-alone document.

Purpose (1 page): Clearly specifies the purpose of the analysis/assessment, the use of findings, the decisions for which evidence is being provided, and audiences of the report. The analysis/assessment topics of interest are articulated to the purpose; questions regarding lessons learned are included in this section.

Context and Background (2-4 pages): This section summarizes the sector/ themes under assessment in regards to the main problem addressed, as well as a description of the target population, geographic area, economic, social, historic and cultural context.

Methodology and limitations (3-6 pages): This section includes a detailed description of the methodology and instruments used in the analysis/assessment. This allows the reader to estimate the degree of credibility and objectivity in the data gathered and, in the analyses, performed. In case of primary data collection, instruments and sampling criteria must be explained. Here, a summary table must be included which presents the following: instruments used, types of key informants, information gathered, and limitations or observations encountered during data collection. Similarly, limitations regarding secondary data analysis should be disclosed.

Findings, conclusions, and recommendations (up to 15 pages): This is the main section of the report. Findings will be clearly supported by multiple evidence sources referenced in the text, increasing its credibility. To the extent possible, evidence will be presented by using graphs and tables, and any other form that facilitates the readers' understanding of the text. Recommendations must be concise, specific, practical, and relevant supporting decision-making and the achievement of results on behalf of key stakeholders (including USAID), as appropriate.

Appendices: Will include: a) SoW of the analysis/assessment, b) description of the design and methods used c) copies of the instruments used (if applicable), d) sources used for statistical and desk review analysis (primary and secondary), e) relevant outputs of data processing and analyses; f) other appendices required by USAID or provided by the assessment team.

The report must also include database files with corresponding complete technical description and dictionary.

Develop a final report and present findings internally and externally in a public event.

7. RESEARCH TEAM

The contractor should propose the number of consultants (both international and local) to perform the gender analysis and gender assessment: It is required that at least one of the consultants have contacts in Guatemala who can facilitate meetings with experts. The team leader, who will also be in charge of the gender analysis and gender assessment and the local consultant(s), will complement each other with expertise in the different sectors in which USAID/Guatemala works. The contractor is responsible for all logistical support.

It is highly desirable that the inclusive development analysis team includes:

Team Leader:

The team leader must have at least 15 years of experience in gender analysis in the development areas of democracy and governance, health and education, economic growth and environment. S/he must have a master's degree in sociology or anthropology or a relevant social science field. S/he must have excellent speaking and writing skills in Spanish and English and be familiar with Guatemala and USAID/Guatemala work.

The team leader must have leadership skills, be able to lead meetings, coordinate, and gather different points of view of members of the team, draft initial document with conclusions and recommendations, and prepare the report of the presentation. The team leader must be familiar with public policies addressing gender and social inclusion gaps, gender-based violence, indigenous people, disability, and gender agendas and programs of the main development agencies in Guatemala, particularly of USAID. S/he must have experience in the drafting and implementation of qualitative research instruments and possess working computer skills particularly in Excel.

The team leader must also draft the final report and present conclusions and recommendations for USAID's team and implementers. English and Spanish fluency is required.

Senior Gender Expert - Gender Assessment:

The consultant must have at least ten years of experience in gender analysis and assessments –including gender-based violence. S/he must have formal studies in gender and/or social inclusion and a minimum of a Master's degree in sociology, anthropology, economics, or relevant social science field. Excellent speaking and writing Spanish and English language skills are required. This expert must be familiar with public policies addressing gender and social inclusion gaps, gender-based violence, indigenous people, disability, and gender agendas and programs of the main development agencies in Guatemala, particularly of USAID. S/he must have experience in the drafting and implementation of qualitative research instruments and possess working computer skills particularly in Excel.

National Gender Expert Consultant:

The national consultant must have at least five years of experience working in development, research and/or evaluations preferably in the gender analysis area. The consultant must have a BA (master's degree is highly desirable) or equivalent in economics, public policy, development, or other related field. S/he must have contacts with the academia, think tanks, government institutions and NGOs in order to be able to set up the expert interviews and focus groups.

National GBV Expert

The national consultant must have a Bachelor of Arts (master's degree is highly desirable) or equivalent in economics, public policy, development, or other related field. S/he must possess at least five years of experience working on gender-related research and be knowledgeable of GBV. S/he must have contacts with the academia, think tanks, government institutions, especially with the National Statistics Institute and NGOs in order to be able to set up the interviews.

Annex I

USAID/Guatemala Country Development Cooperation Strategy

DOI: Greater Security and Justice for Citizens

IR 1: Improved Governance of Key Public Institutions

IR 2: Reduced Levels of Violence and Conflict in Target Areas and Populations

IR 3: Citizen Voice and Responsible Participation Increased

DO2: Improved Levels of Economic Growth and Social Development in the Western Highlands

IR 1: Broad based economic growth and food security improved

IR 2: Access to and use of sustainable quality healthcare and nutrition services expanded

IR 3: Education quality and access improved

DO3: Improved Management of Natural Resources to Mitigate Impacts of Global Climate Change

IR1: Market-driven conservation and management strategies implemented

IR2: Vulnerability to the effects of global climate change reduced

IR3: Environmental Governance Strengthened

Based on expectations of where the new CDCS will direct us, the Mission is also interested in the following special topics:

- Reduction of irregular migration to the United States
- Positive Youth Development Youth engagement
- Institutional strengthening and anti-corruption
- Gender based violence

Per ADS 201, a Mission's strategic plan is a multi-faceted document with the principle purpose of defining the Mission's strategic approach to achieving results, with particular emphasis on why choices were made and how results in particular sectors contribute to the Mission's overarching Goal and DOs.

Annex II. Statistics

Findings from the latest gender analysis executed in 2009, and gender gap analysis for PADs performed in 2013, informed USAID/Guatemala to incorporate a gender lens in the projects being implemented under the 2012-2018 CDCS. Also, USAID/Guatemala performed an indigenous assessment. The recommendations from these assessments can be found in the reports attached to this SOW.

In 2008, the Government of Guatemala issued the National Policy of Promotion and Integral Development for Women 2008 - 2023, which focuses on four areas: (1) political and cultural development (equity in the socio political participation and cultural identity of Mayan, Garifunas and Xinka women), (2) economic development with equity (equitable access to labor and natural resources, land and housing), (3) social development (judicial equity, elimination of violence, discrimination, racism, access to health, education and respect to cultural identity, and (4) institutional development (implement the policy in the state institutions). Each area has a specific objective that guides the strategies of the state institutions. This policy has a Plan for Equitable Opportunities that is designed and implemented in each government. The Presidential Secretariat for Women is in charge of following up the implementation of the policy.

According to the World Economic Forum's "Global gender gap report", Guatemala has the highest gender inequality in Latin America, ranking 105th out of 144 countries worldwide. Gender differences in the unpaid economy, the labor market, household decision-making, consumption patterns, and property rights among other differences need to be considered in determining the gender impact of different interventions in development sectors.

Gender-Based Violence

Guatemala is one of the most dangerous places in the world for women. Women endure high rates of gender-based violence, domestic abuse and marginalization. The 2015 Human rights Report indicated that there was a monthly average of 5,634 crimes against women and 1,228 allegations of sexual crimes against women, 57% of them were committed against women under 30 years of age.¹⁰⁰

The annual homicide rate for women in 2015 was 7/100,000.¹⁰¹ One-to-two women are murdered daily, the third highest femicide rate in the region. A history of armed conflict, social exclusion, machista culture, poverty and weak gender-based violence laws (that are rarely enforce) contribute to the high incidence of GBV.

Guatemala continues to show high levels of violence against women and girls. Although homicides have declined recently in Guatemala from 46 for every 100,000 inhabitants in 2008 to 27 in 2016¹⁰², the number of violent deaths for women (including femicides) for the period 2013-2016 have increased in 55 percent from 748 in 2013 to 1,161 in 2016¹⁰³. Girls are more vulnerable to suffer rape than boys. A total of 9,090 rape cases were registered from January – September 2016 of which 1,235 cases were of boys and 7,855 of girls.

A total of 20% of ever-married women and 9% of ever-married men age 15-49 have ever experienced physical violence committed by their spouse/partner, while 8% of women and 4% of men have experienced violence in the past 12 months. Seven percent of ever-married women and <1% of ever-married men have

¹⁰⁰ Procurador de los Derechos Humanos. Informe de Derechos Humanos, 2015.

¹⁰¹ Mendoza Carlos. Informe de la Violencia Homicida 2015.

¹⁰² Secretaría Técnica del Consejo Nacional de Seguridad. Reporte Estadístico, January 2017.

¹⁰³ Data produced by UN Women with statistics from the Public Ministry 2016.

ever experienced sexual violence committed by a spouse/partner, while 3% of women and <1% of men experienced sexual violence by spouse/partner in the past 12 months.¹⁰⁴

Child/Early Marriage

In November 2015, the age for getting married was increased from 14 years for girls and from 16 years for boys to 18 years. Also, the legal loophole for judges to make exceptions prior to 18 was closed in 2017. This will help reduce the number of early marriages and pregnancies in adolescents and girls.

Political

Political participation of women continues to be low. There are only 22 congresswomen out of 158 (13.9%) and only one is an indigenous woman in congress (0.7%). Only 11.1% of the congresspersons are indigenous (18 of 158). Of the 338 mayors, only 10 are women (2.9%) and only one is an indigenous woman (0.3%). Of the 14 ministries, only 2 out of 14 are headed by women (14.2%).

Although the Peace Accords as well as the Municipal Code¹⁰⁵ provide legal recognition of indigenous systems of political organization; in practice this recognition remains largely symbolic, as they are overshadowed by official state institutions that continue to exercise substantial legal and financial power.

Community Participation

Community participation can be loosely defined as the involvement of people in a community in projects to solve their own problems. People cannot be forced to 'participate in projects which affect their lives but should be given the opportunity where possible. This is held to be a basic human right and fundamental principle of democracy.

Paid and Unpaid Labor Participation

Women work 6.1 hours a day of unpaid work while men only 2.7. Women participate more than men in domestic chores. In the labor market, women participate more in agriculture and commerce, while men in industry and services that generate higher income. With respect to access to assets and land, it is estimated that from each 100 people with access to land, 84 are men and 19 are women. Women usually obtain lower income from their labor than men. This situation worsens in the rural areas.¹⁰⁶

USAID's gender analyses in Guatemala have found that while women average less paid labor, they also have less free time than men and are engaged in more unpaid labor.¹⁰⁷ Although there are no legal restrictions on women's access and rights to land, the percentage of female landowners is extremely low due to prevailing patriarchal influences.¹⁰⁸

Migration

Migration within the country and to the United States is an important socio-economic dimension of many of the communities in the Western Highlands municipalities. Migration provides remittances that economically support many families. Migration also results in differential social stratification and the rise of sometimes powerful figures outside of the traditional power structure of the community in the form of coyotes and criminal organizations such as maras (Camus 2007).

¹⁰⁴ INE. VI Encuesta Nacional de Salud Materno Infantil (ENSMI) 2014-15, 2015.

¹⁰⁵ Articles 55, 56, and 57.

¹⁰⁶ Government of Guatemala. National Development Plan. KATUN 2032, 2016.

¹⁰⁷ USAID/Guatemala. USAID/Guatemala. Gender Analysis: Agriculture, 2013.

¹⁰⁸ USAID. Property Rights and Resource Governance Country Profile: Guatemala. 2010.

Health and Chronic Malnutrition

Though health indicators in Guatemala have greatly improved, health disparities continue to exist, and the health, education, and income status of poor and indigenous Guatemalans remains among the worst in the Western Hemisphere. Guatemala's high maternal and infant mortality and chronic malnutrition rates are concentrated in the poor and indigenous in the rural population of the Western Highlands. While nationally women have fewer years of formal education (3.3 years) than do men (4.4 years), this is especially pronounced in the Departments of Quiché (1.3 years), Huehuetenango (1.9 years), Totonicapán and San Marcos (both 2.5 years). Similarly, in the Western Highlands pervasive chronic malnutrition and limited access to quality health services lead to poor health outcomes for rural and indigenous women and children. There is a significant gap between indigenous and non-indigenous women in modern contraceptive method use with 39% of indigenous women compared to 58% of non-indigenous women using modern contraceptives. In the area of maternal health, 82% of births by non-indigenous women are attended by doctors and/or nurses, compared to only 50% of births by indigenous women. An example of this gap is reflected in the maternal mortality ratio of 2.27 maternal deaths among indigenous women to each maternal death among non-indigenous women. With regard to child health, infant and neonatal mortality rates have decreased over the years; however, Guatemala still has the highest infant mortality rate of any Central American country: 28 infant deaths per 1,000 live births. As national child mortality rates drop, overall mortality rates show that the existing gaps between indigenous and non-indigenous populations are widening. These gaps appear to reflect both the higher prevalence of malnutrition and lower access to services among women and indigenous children.¹⁰⁹

In Guatemala, the greatest threat to a child's survival, intellectual potential and future economic productivity is the extremely high rate of chronic malnutrition, particularly in children under age two, when growth of bones and brain development are at their most critical stage. Malnutrition's adverse effect on educational achievement in turn negatively affects the development of a country's human capital. The World Health Organization (WHO) and The Food & Agriculture Organization of the United Nations have articulated that a well well-nourished, healthy workforce is a pre-condition for sustainable development, and the 1992 International Conference on Nutrition recommended that nutrition be at the center of socio-economic development plans and strategies of all countries. With 46.5% of children less than five years old stunted (no significant difference by sex), Guatemala ranks sixth for chronic malnutrition in the world and has the highest rate of stunting in the Western Hemisphere¹. Half of children under five suffer from chronic malnutrition and the percentage rises to 70 percent in the Western Highlands. Although progress has been made during the past decade in improving weight for age, even these improvements will not overcome the huge burden of stunting incurred during the past two decades.¹¹⁰ In the area of maternal nutrition, almost one-third of mothers at the national level and almost half (48.3%) of indigenous women are shorter than 145 centimeters, a critical minimum height that is related to both obstetric complications and low birth weight. This reflects the need to improve nutrition in childhood and into early adolescence for girls as well as women. Food insecurity, poor diet diversity, and lack of clean drinking water contribute to both maternal and child malnutrition, which in turn is undermining the country's human capital and development efforts. Nutrition-specific and nutrition-sensitive interventions are lifesaving interventions that can have the greatest impact in ending preventable child and maternal deaths.¹¹¹

More than 80% of indigenous women from 15-24 years are from homes that live in poverty. When examining the main activity during last week of this group of women, it was found that 65.6% was working

¹⁰⁹ INE. VI Encuesta Nacional de Salud Materno Infantil (ENSMI) 2014-15, 2015.

¹¹⁰ Delgado, H. Bases para el Mejoramiento de la Situación de Desnutrición Crónica en Guatemala, 2011 and Situación y Tendencias de la Desnutrición Crónica en Guatemala, 2010.

¹¹¹ USAID. *Acting on the Call*, 2014.

in home chores, 28.5% in paid labor and 2.3% were looking for a job. Almost 2% took care of children and 1.8% to other activities. A total of 28.8% of working women were doing unpaid labor (27.2% were employed in the private sector and 1.9% in the public sector). A total of 20.4% were self-employed (19.3% in non-agriculture activities and 1.1% in agriculture), 11.6% were domestic employees and only 0.1% were employers.

ANNEX B: DELIVERABLES TABLE

PRODUCTS	Deliverables	USAID Due Date
Inception Report	Inception Report (IR) for the Gender Analysis and Assessment	May 1-31, 2018
	a) Preliminary findings: Review of existing literature and organize resources (to be done before coming to Guatemala).	
	b) Detailed methodology: Databases for statistical analysis, secondary data to be used in desk review and domain and gender issues, and if applicable-selection and profiles of key informants, instruments to be used, identified risks and mitigation actions.	
	c) Work Plan: detailed schedule of desk review activities and fieldwork, time for data processing and analysis, roles tasks and level of effort of consulting team, structure and drafting of final report, and any other relevant information regarding the assessment.	
	IRB reviews GBVC methodology and provides consolidated feedback.	NA
Field Work and Draft reports	a) Field Work: Meetings, expert interviews and a field trip.	June 1-31
	b) Presentation of preliminary findings to USAID/Guatemala (end of field mission-PPT)	July 5
	c) Populated index of final Gender Analysis Report	July 15
Final Reports	a) Draft Gender Assessment report including recommendations.	July 31
	USAID reviews draft Gender Assessment Report and provides consolidated feedback.	August 13
	b) Final Gender Assessment Report and presentation	August 31

ANNEX C: DATA COLLECTION TOOLS

INFORMATION TOOL 1. SEMI-STRUCTURED INTERVIEW GUIDE (CoPs and Gender Focal Points)

I. INDICATIONS

Definition/purpose: It is a conversation between the interviewee and the interviewer directed to obtain the former's ideas, perceptions and points of view on the topic researched.¹¹²

Characteristics:¹¹³

The participation of the interviewee and the interviewer have "explicit expectations": the one to speak and the other to listen. The interviewer constantly encourages the interviewee to speak, without contradicting the interviewee. In the eyes of the interviewee, the person in charge of organizing and maintaining the conversation is the interviewer.

The interview is guided by a script of topics¹¹⁴ to be discussed. The interviewer is free to order and formulate the questions in the manner that better considers, throughout the interview. For the benefit of the interview, the interviewee must perceive it as a conversation, without being aware of the structure of the interrogation, the order of the questions or the objectives of the interviewer.

It will take between 1-2 hours, depending the specific context and the availability of the interviewee.

The information provided must be treated confidentially.

II. DEVELOPMENT

Introduction:

Good morning. First of all we would like to appreciate your availability to participate in this gender analysis and assessment for USAID Guatemala. We ask your permission to record it, but at the same time we want to ensure you that all of the information that you provide and your opinions will be treated confidentially.

- 1) Can you tell us in general terms what is the focus and the scope of the USAID/Guatemala financed project that you manage?
- 2) When the project was developed, did you take any measures to identify the specific needs of women and girls, or men and boys as direct and indirect beneficiaries/participants? Did any specific and

¹¹² Caplow (1956:71) in Vallés, M. Técnicas cualitativas de Investigación Social. Reflexión Metodológica y Práctica Profesional. Capítulo 8. Técnicas de Conversación y Narración (III). Los Grupos de Discusión y Otras Técnicas Afines. Ed. Síntesis. Madrid 1997; Canales M. y Peinado. A, Grupos de Discusión en Delgado J. (Coords.) Métodos y Técnicas Cualitativas de Investigación en Ciencias Sociales. Capítulo 11. Ed. Síntesis, 1995.

¹¹³ Ibid.

¹¹⁴ From the four types of interviews mentioned by Patton (1990:28), the "interview based on a guide of questions" has been chosen.

relevant issues come up?

- 3) In this project, how do women and men participate? What do they do?
- 4) According to your experience and the project you manage/work for: What are the most relevant gender gaps between men and women? What are the key issues and constraints that limit/impede equal participation and access to program activities and benefits? How do other conditions such as ethnic belonging, rurality or other affecting those gaps/constraints?
- 5) Are you aware of the existence of gender-based violence in the context where the program takes place? How does it manifest? How does it relate to other expressions of social violence (gangs, illicit traffic etc.)? Does it affect in any way the participation and access to benefits for women/girls and men/boys in the program?
- 6) Is migration an issue in the context where your program works? Why? How does it affect the program and the organizations/people involved? In your experience, are there differential characteristics/expressions of migration on women/girls and men/boys?
- 7) What would you consider the key strategies/actions (specific/non-specific) that the program puts in place to support advances or to overcome potential constraints for ensuring active participation and empowerment of women/girls and men/boys? Do you have any specific objectives regarding these topics?
- 8) If there were 3 main results that the program has produced or is producing in terms of reducing gender gaps/constraints and promoting women's participation and empowerment, what would they be? And regarding government/public institutions gender capacities?
- 9) Does USAID monitor your work as implementing partner in terms of your actions to promote gender equality and women's empowerment through the programs? How does it do so? Do you think these mechanisms are effective?
- 10) Has USAID provided any technical support to the project in this area? Is there any additional support that you would think it would be needed?
- 11) Does the project address behavioral change on gender equality? If yes, how so? If no, do you think that it should do so?
- 12) Through your experience in this field, is there any lesson learned that you would consider relevant to share with us?
- 13) If you could re-design the project today, what would you recommend be done differently of additionally to what has been done in order to increase the impact on reducing gender gaps and promoting women's active participation and empowerment?
- 14) If you could design a new project to address gender equality in the sector in which you are working to reduce gender gaps, what would be your recommendations for the project?
- 15) At the strategic level, what do you think that USAID should prioritize in this sector?

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ANNEX E: LIST OF STAKEHOLDERS CONSULTED

TABLE 4. PROJECT PARTICIPANTS CONSULTED

N°	ACTIVITY	PROJECT	PARTICIPANTS	PLACE
1	Focus Group	CNCG	Participants-Girls	Flores, Petén
2	Focus Group	Community Strengthening Project (CONVIVIMOS) - Violence Prevention (GA)	Participants-Boys and Girls	Guatemala
3	Focus Group	Escuintla en prevención contra la violencia	Participants-Girls	Escuintla
4	Focus Group	Feed the Future Guatemala Innovative Solutions for Agricultural Value Chains Project PROINNOVA	Participants-Boys and Girls	Nebaj
5	Focus Group	Feed the Future Guatemala Innovative Solutions for Agricultural Value Chains Project PROINNOVA	Participants-Girls	Sacapulas, Quiché
6	Focus Group	Proyecto MASFRIJOL/MSU	Participants-Girls	Momostenango
7	Focus Group	Puentes Project (GA +GBV) - Building Linkages Between Education and Life for Youth in Guatemala	Participants-Boys	Santa Cruz Quiché
8	Focus Group	Puentes Project (GA +GBV) - Building Linkages Between Education and Life for Youth in Guatemala	Participants-Girls	Santa Cruz Quiché
9	Focus Group	Western Highlands Program of Integrated Actions for Food Security and Nutrition (PAISANO) (GA)	Participants-Girls	Nebaj

TABLE 5. EXTERNAL STAKEHOLDERS CONSULTED

N ^a	ACTIVITY	ORGANIZATION	PARTICIPANT	PLACE
1	Interview	Agencia Española de Cooperación Internacional para el Desarrollo (AECID) - Oficina Técnica de Cooperación Embajada de España en Guatemala	Silvia Mattiuzzi	Guatemala
2	Interview	AECID- Oficina Técnica de Cooperación Embajada de España en Guatemala	Paula Gento	Guatemala
3	Interview	Alcalde Indígena de Santa Cruz Quiché	Juan Zapeta	Santa Cruz Quiché

4	Interview	Asociación de mujeres Ixmucané	Lucero y Alexander Morales	Santa Cruz Quiché
5	Interview	Asociación Kaklá	Hermenilda Magzul	Guatemala
6	Interview	CODISRA Comisión Presidencial Contra la Discriminación y el Racismo	Miriam Domínguez	Guatemala
7	Interview	Corte Suprema de Justicia	Dr. Amalia	Guatemala
8	Interview	Corte Suprema de Justicia de la Unidad Violencia en contra de la Mujer	Dora Amalia	Guatemala
9	Interview	Ministry of Agriculture/Gender Unit	Floralma López	Guatemala
10	Interview	Ministerio Público (MP)	Fiscalía de Femicidio, Fiscalía de la Mujer y Departamento de Análisis	Guatemala
11	Interview	Ministry of Environment/Gender Unit	Sara Gómez	Guatemala
12	Interview	Modelo de Atención Integral (MAI) del Ministerio Público	Lic. Mildred Flores	Guatemala
13	Interview	Molaj-Asociación política de Mujeres Mayas	Marta Rocche	Guatemala
14	Interview	Organización de Estados Americanos	Dacia Aragón	Guatemala
15	Interview	Population Council	Ángel del Valle y Ángela Colom	Guatemala
16	Interview	Programa de Prevención y Erradicación de la Violencia Intrafamiliar (PROPEVI)	Mayra López	Guatemala
17	Interview	Red de Hombres por la Salud, Educación y Nutrición (REDHOSEN)	Dr. Del Valle	Guatemala
18	Interview	Viceministerio de Seguridad Alimentaria y Nutricional (VISAN)	Vice Minister Ing. Manfred Alberto Melgar Padilla, Financial Director of the Vice Ministry, Lcda Marielos de Ponce	Guatemala
19	Interview	Asociación de Mujeres AMUTED	Julia Aurora Sum Coyoi	Quetzaltenango
20	Interview	Convergencia Cívico Político de Mujeres	Carmen Cáceres López	Guatemala
21	Interview	Dirección de Salud (DAS)	Heidy Velásquez y Edwin Mo	Santa Cruz Quiché
22	Interview	Fundaciones sobrevivientes	Claudia Hernández	Guatemala
23	Interview	Oficina de atención a la víctima Policía Nacional Civil	María Angélica Flores	Guatemala
24	Interview	Organismo judicial	Coordinadora de la Unidad de Control, Seguimiento y Evaluación de los	Guatemala

25	Interview	Organismo judicial	Órganos Especializados en delitos de Femicidio y otras formas de Violencia	Guatemala
26	Interview	Organismo judicial	contra la Mujer	
27	Interview	Secretaria Presidencial de la Mujer (SEPREM)	Dora Coc	Guatemala
28	Meeting	Agencia Alemana de Cooperación Técnica (GIZ)	Henilda Chilín	Guatemala
29	Meeting	ALIANMISAR es la Alianza Nacional de Organizaciones de Mujeres Indígenas por la Salud Reproductiva, la Nutrición y la Educación	Silvia Xinico	Guatemala
30	Meeting	Embajada de Canadá	Sonia García	Guatemala
31	Meeting	Embajada de Canadá	Domenic Salotti	Guatemala
32	Meeting	Grupo Guatemalteco de Mujeres GGM	Giovanna Lemus	Guatemala
33	Meeting	Observatorio de Salud Reproductiva OSAR	Mirna Montenegro	Guatemala
34	Meeting	United Nations Entity for Gender Equality and the Empowerment of Women (UN WOMEN)	Adriana Quiñonez	Guatemala
35	Meeting	United Nations Population Fund (UNFPA)	Irma Yolanda Avila	Guatemala

TABLE 6. PROJECTS CONSULTED

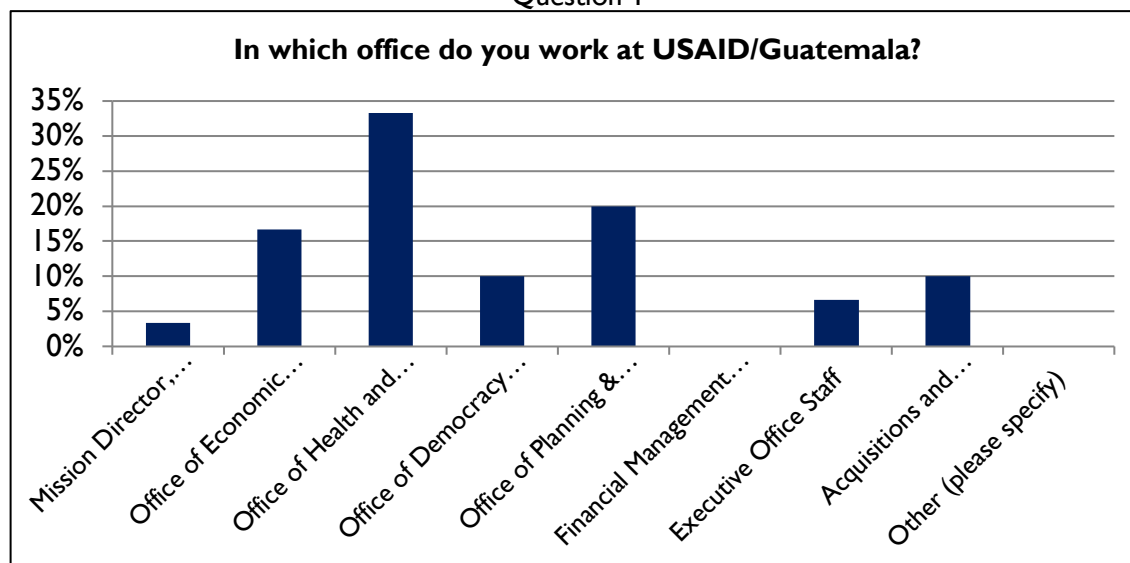
N°	USAID PARTNER	PROJECT	SECTOR
1	Chemonics	Youth & Gender Justice	Security
2	Checchi and Company Consulting, Inc.	Security and Justice Reform Project SJSRP	Security
3	World Vision	Community Roots Project	Security
4	El Refugio de la Niñez	Protecting Victims, Providing Services and Preventing Human Trafficking in Guatemala	Security
5	Asociación La Alianza (ALA)	Growing in Peace Project	Security
6	Mercy Corps	Community Strengthening Project (CONVIVIMOS) - Violence Prevention	Security
7	IOM	Return and Integration in the Northern Triangle Program (Regional)	Security
8	IEPADES	Escuintla en Prevención contra la Violencia	Security
9	Tetra Tech	Urban Municipal Governance Project	Governance
10	Counterpart International	Civil Society for Accountable Governance Project – Proyecto Participación Cívica	Governance
11	Development Alternatives, Inc.	Nexos Locales (GA)	Governance
12	Catholic Relief Services (CRS)	Communities Leading Development (CLD) - Comunidades Liderando su Desarrollo	Governance

13	JH Piego + Save the Children + PASMO	Maternal and Child Health Survival Program	Health
14	Palladium Group	Health and Education Policy Project Follow-on	Health
15	Johns Hopkins University	Breakthrough ACTION/Zika Response	Health
16	Juarez & Associates, Inc.	Lifelong Learning Project	Education
17	World Vision International	Puentes Project - Building Linkages Between Education and Life for Youth in Guatemala	Education
18	FHI360	Regional Workforce Development Program AVANZA	Education
19	Save the Children	Western Highlands Program of Integrated Actions for Food Security and Nutrition (PAISANO)	Economic Growth (Agriculture)
20	FEDECOCAGUA	Feed the Future Guatemala Coffee Value Chains Project (FEDECOCAGUA)	Economic Growth (Agriculture)
21	Agrícola POPOYAN	Feed the Future Guatemala Innovative Solutions for Agricultural Value Chains Project PROINNOVA	Economic Growth (Agriculture)
22	P4I	Feed the Future Guatemala Innovative Solutions for Agricultural Value Chains Project PROINNOVA/AGRIJOVEN	Economic Growth (Agriculture)
23	Michigan State University	Proyecto MASFRIJOL/MSU	Economic Growth (Agriculture)
24	Universidad del Valle	Sustainable Economic Observatory (SEOP)	Economic Growth (Non-Agricultural)
25	Palladium International LLC	Creating Economic Opportunities	Economic Growth (Non-Agricultural)
26	Inter- American Dialogue	Opportunities for my Community	Economic Growth (Non-Agricultural)
27	Rainforest Alliance	Climate, Nature, and Communities in Guatemala Program	Natural Resources Management and Climate Change
28	RT International	Low Emission Development Strategy Program	Natural Resources Management and Climate Change

ANNEX F: GENDER INTEGRATION SURVEY RESULTS

USAID/Guatemala Staff and Partner Gender Equality and Women's Empowerment Integration Survey

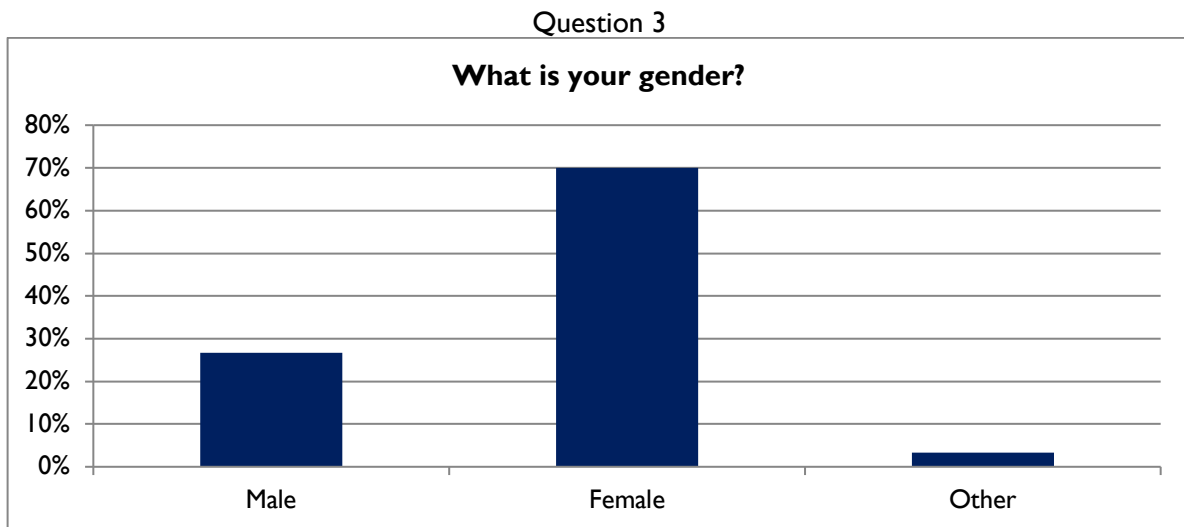
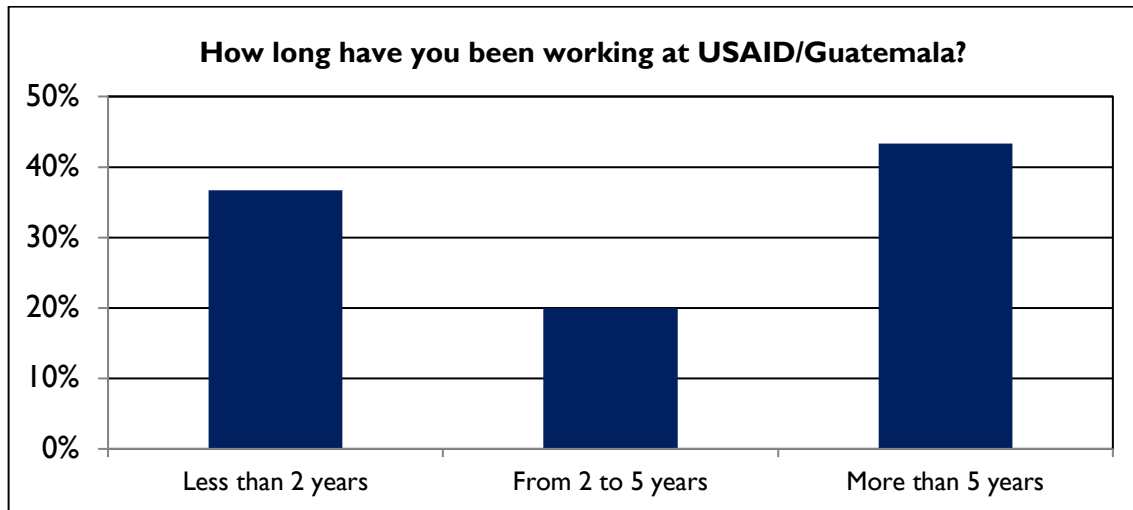
Question 1



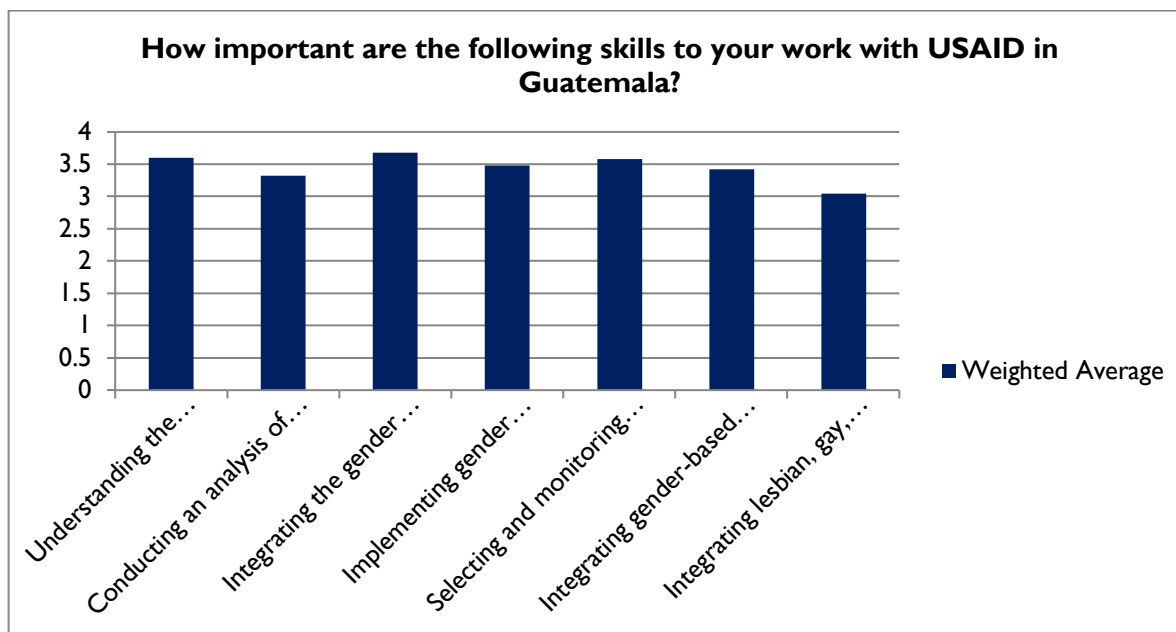
Complete Answers:

- Mission Director, Deputy Director, or Legal Adviser
- Office of Economic Growth Staff
- Office of Health and Education Staff
- Office of Democracy and Governance Staff
- Office of Planning & Program Support Staff
- Financial Management Office Staff
- Executive Office Staff
- Acquisitions and Assistance Office Staff
- Other (please specify)

Question 2



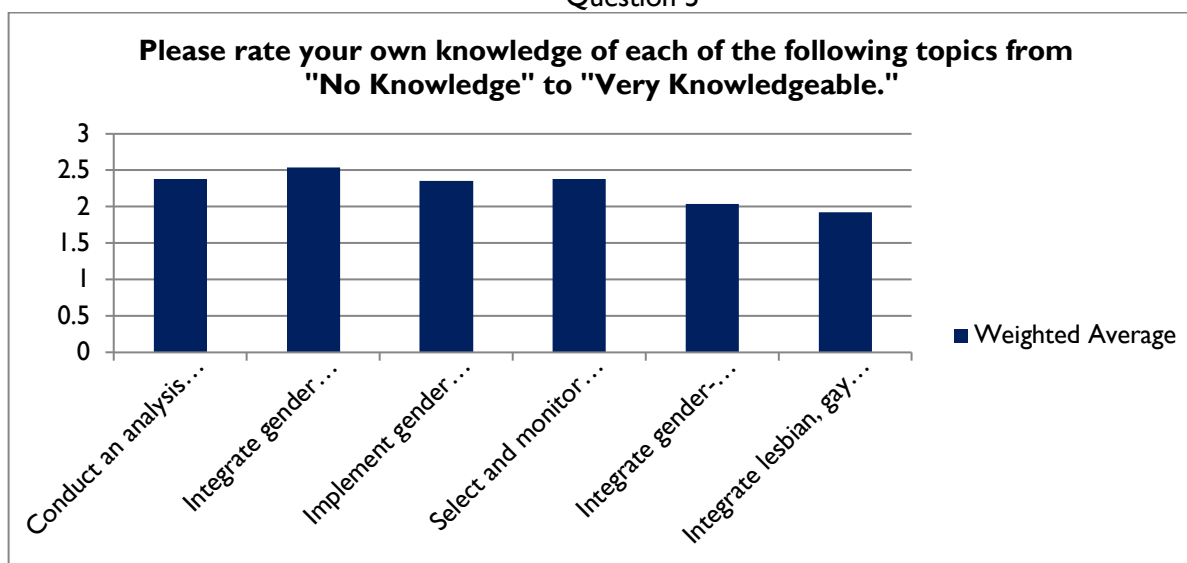
Question 4



Complete Answers:

- Understand the specific issues of gender equality and women's rights in Guatemala.
- Conduct an analysis of gender equality and women's empowerment.
- Integrate gender equality analysis findings into project/program design or USAID strategic framework.
- Implement gender equality and women's empowerment programming.
- Select and monitor project/program indicators that measure changes in gender equality or women's empowerment.
- Integrate gender-based violence into the design and implementation of programming.
- Integrate lesbian, gay bisexual and transgender considerations into the design and implementation of programming.

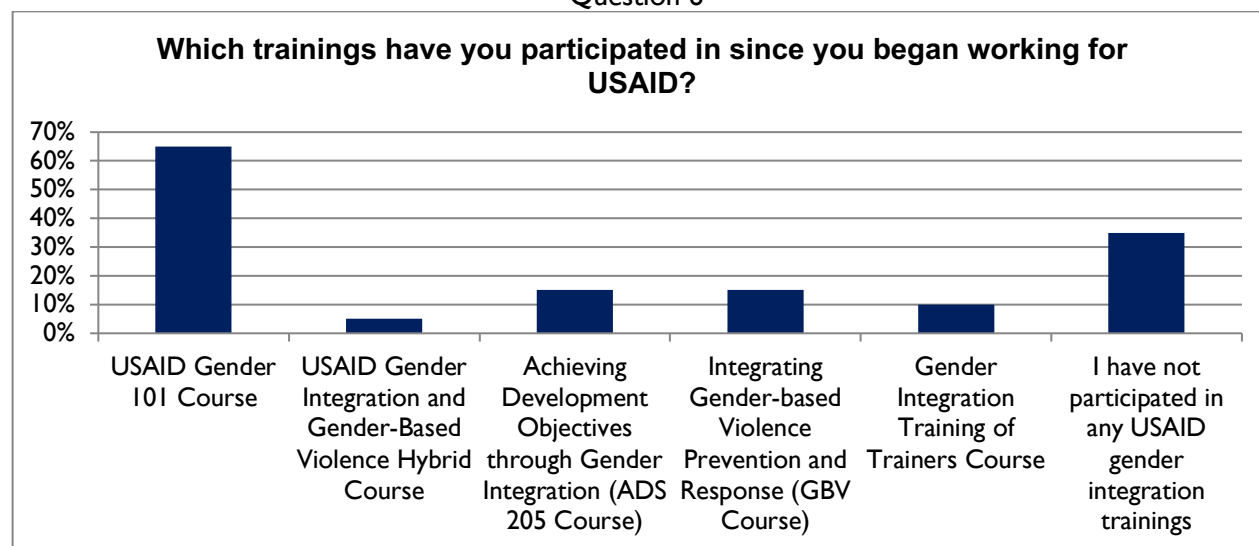
Question 5



Complete Answers:

- Conduct an analysis of gender equality and women's empowerment.
- Integrate gender equality analysis findings into project/program design or USAID strategic framework.
- Implement gender equality and women's empowerment programming.
- Select and monitor project/program indicators that measure changes in gender equality or women's empowerment.
- Integrate gender-based violence into the design and implementation of programming.
- Integrate lesbian, gay bisexual and transgender considerations into the design and implementation of programming.

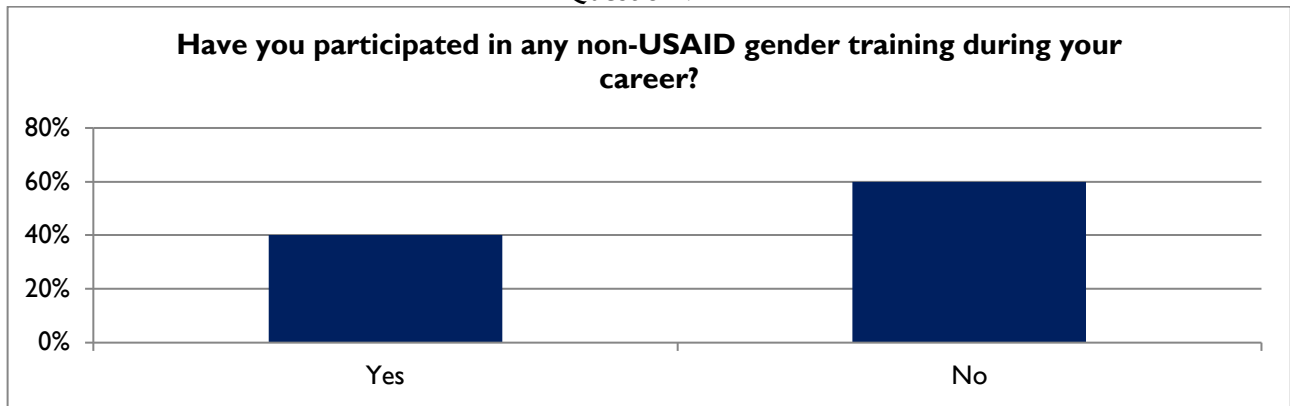
Question 6



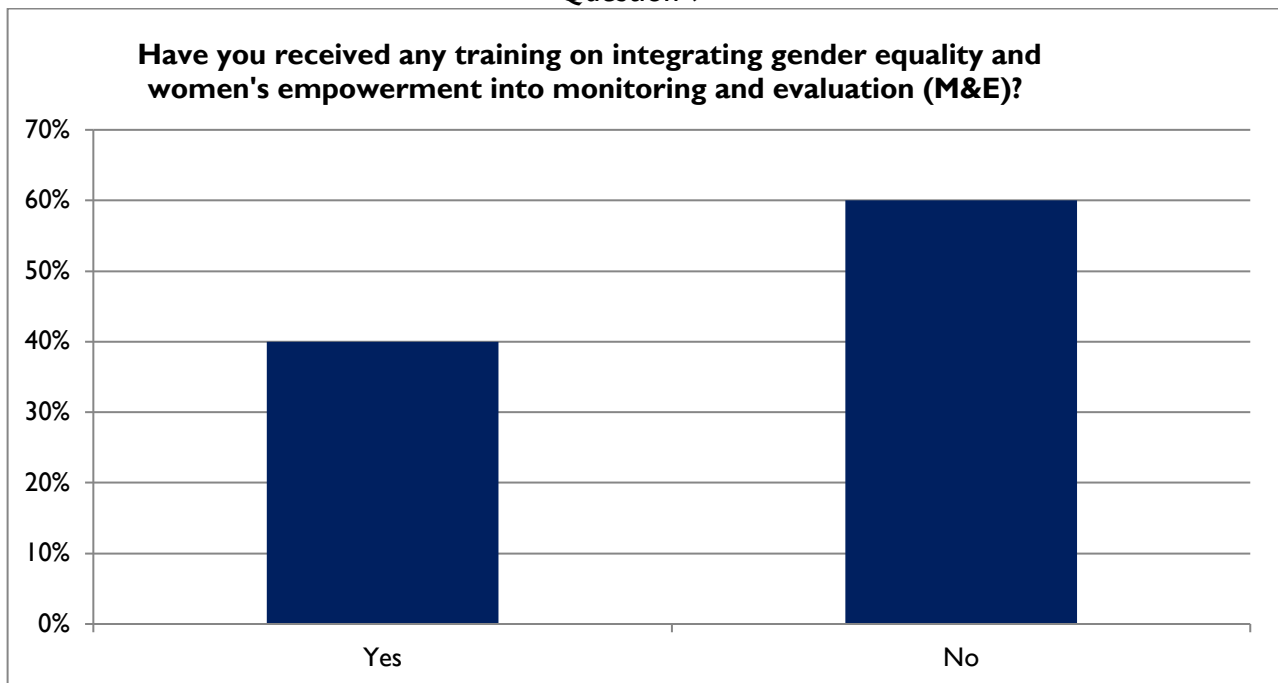
Complete Answers:

- USAID Gender 101 Course
- USAID Gender Integration and Gender-Based Violence Hybrid Course
- Achieving Development Objectives through Gender Integration (ADS 205 Course)
- Integrating Gender-based Violence Prevention and Response (GBV Course)
- Gender Integration Training of Trainers Course
- I have not participated in any USAID gender integration trainings

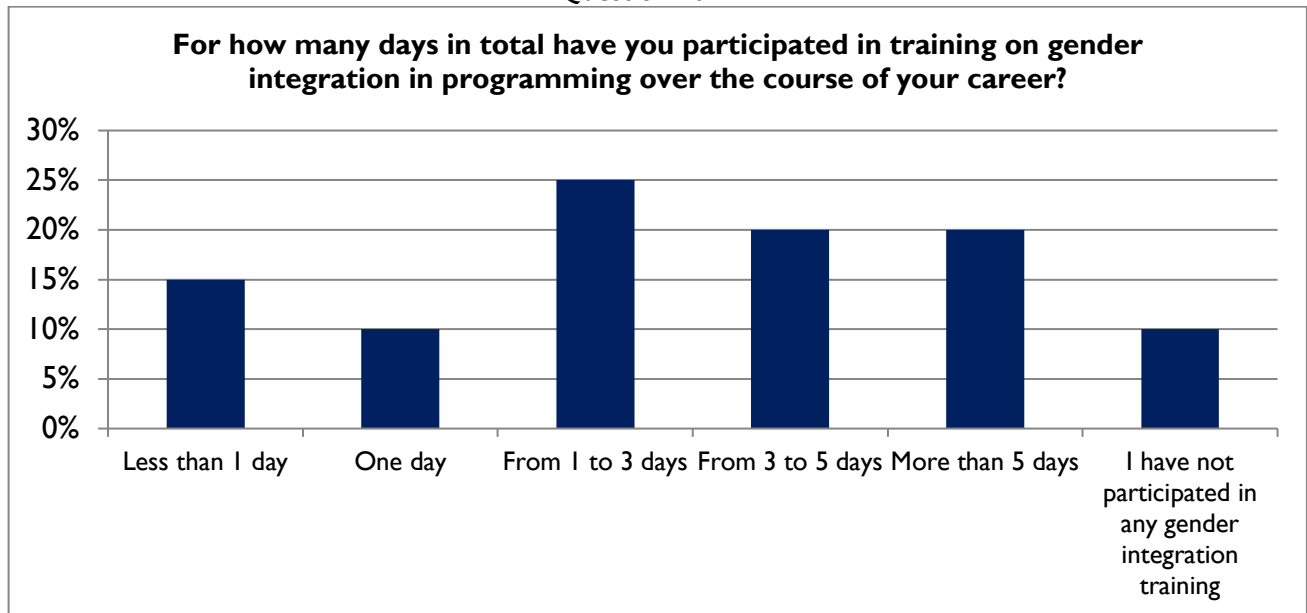
Question 7



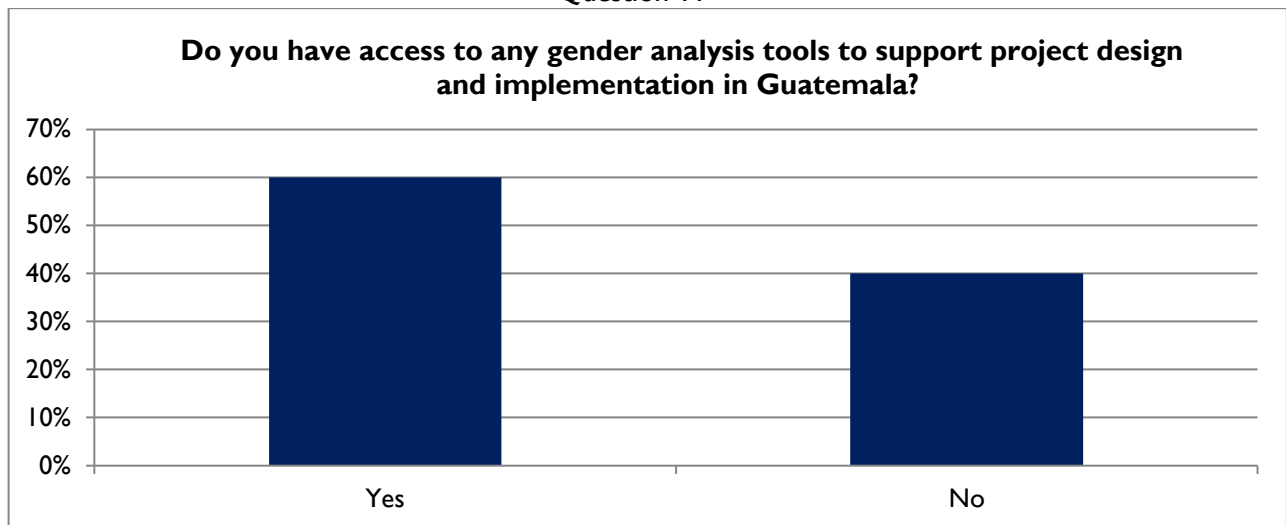
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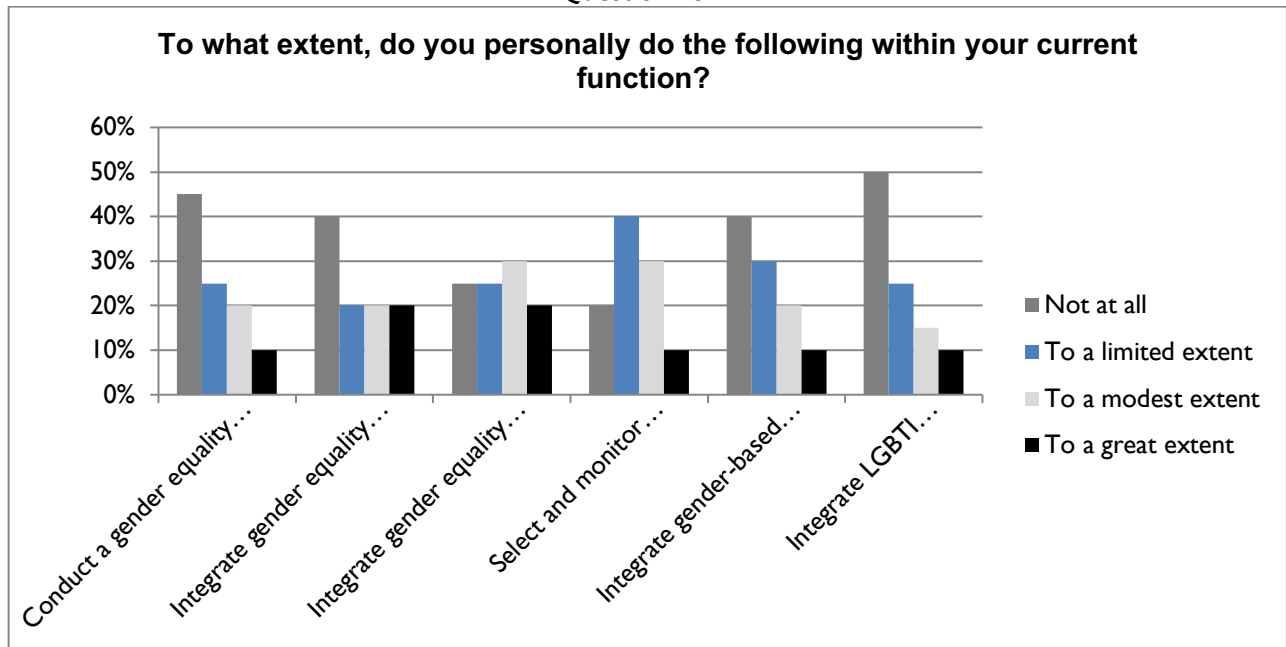
Question 10



Question 11



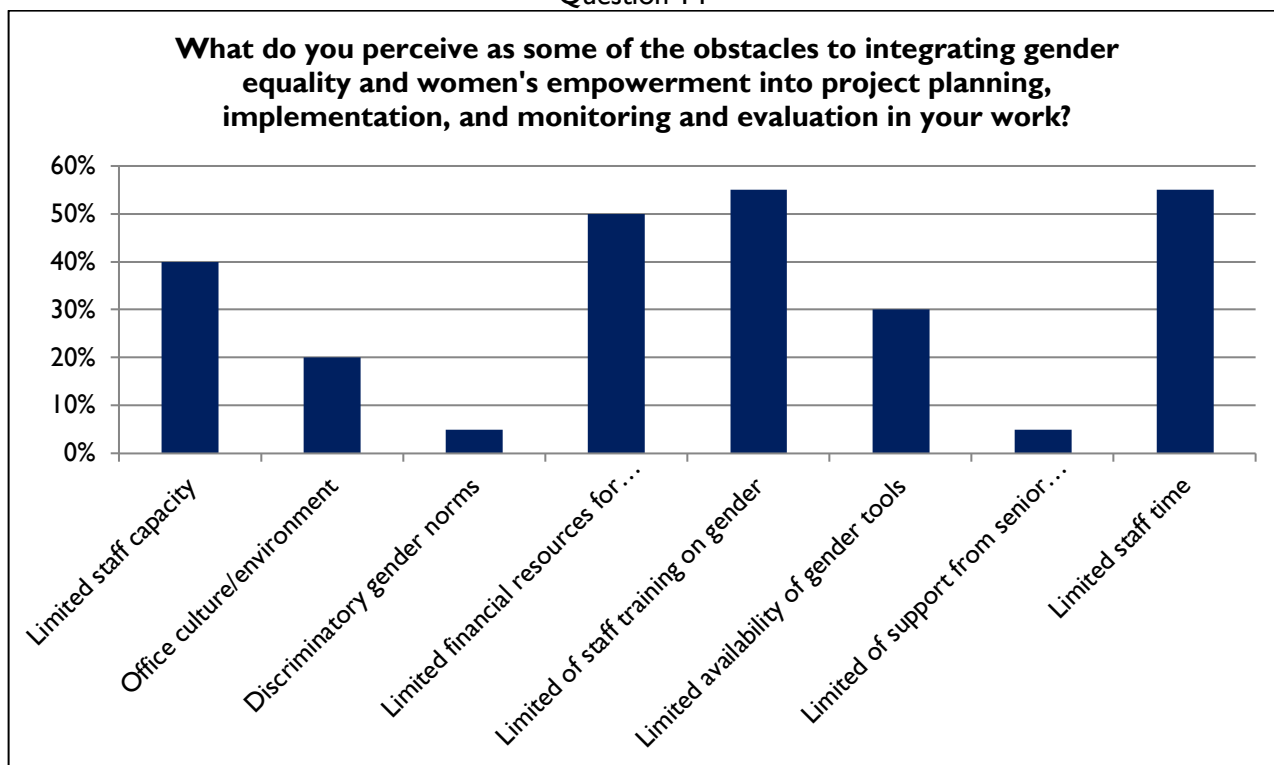
Question 13



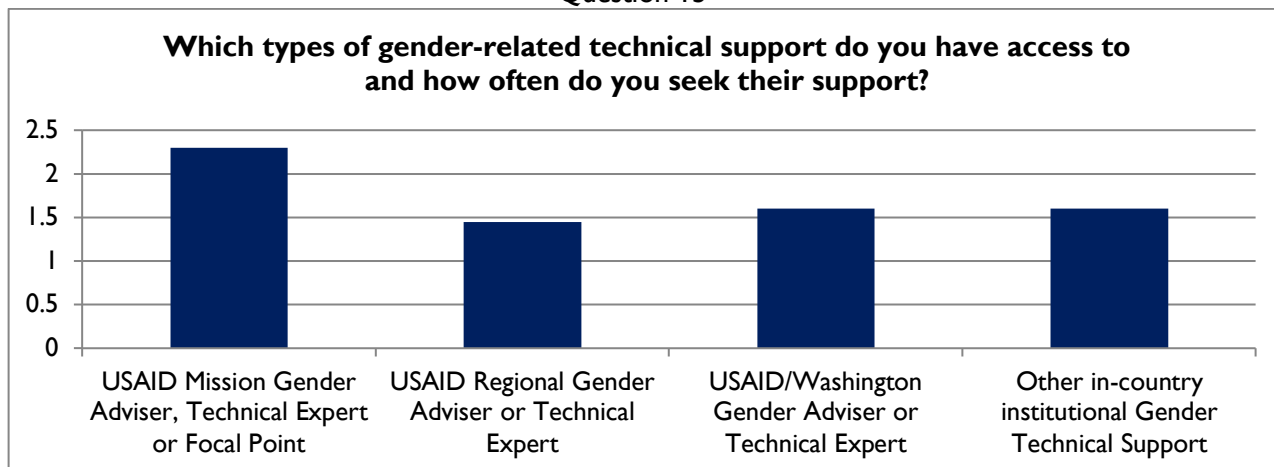
Complete Answers:

- Conduct a gender equality analysis during the project/program design phase.
- Integrate gender equality analysis findings into USAID strategic framework (Country Development Cooperation Strategy or Project Appraisal Document).
- Integrate gender equality analysis findings into USAID program or project design.
- Select and monitor project/program indicators to measure changes in gender equality or women's empowerment.
- Integrate gender-based violence prevention and response in the project/program design and implementation of programming.
- Integrate LGBTI considerations into the design and implementation of programming.

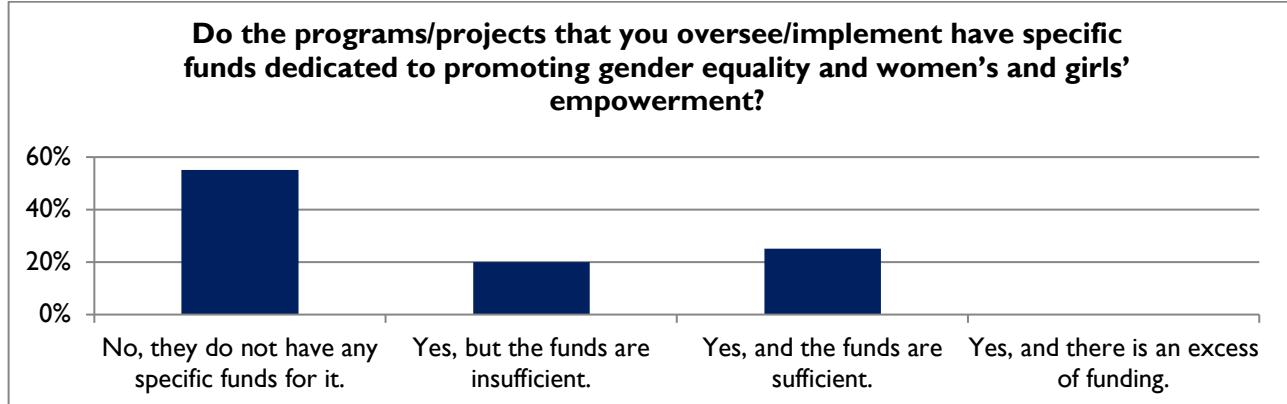
Question 14



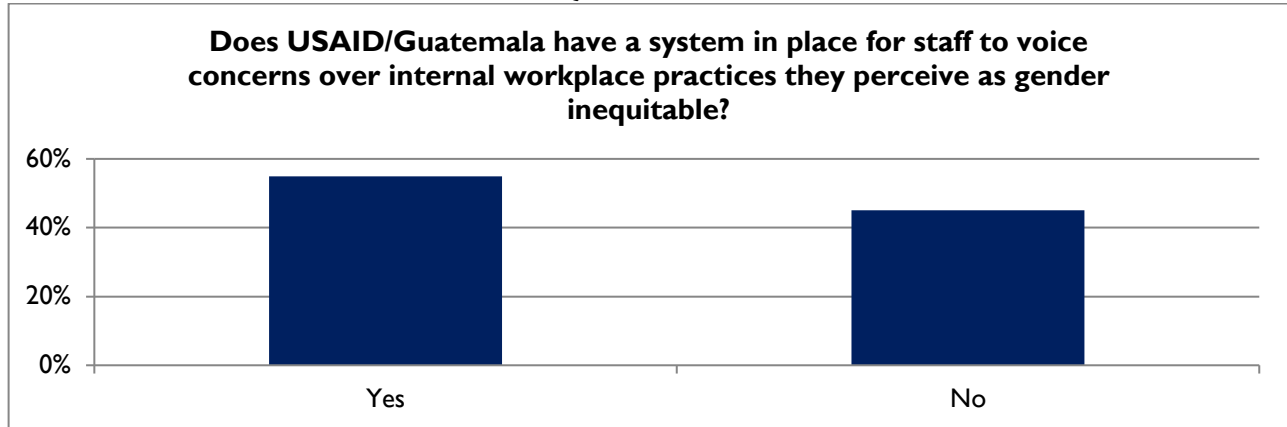
Question 15



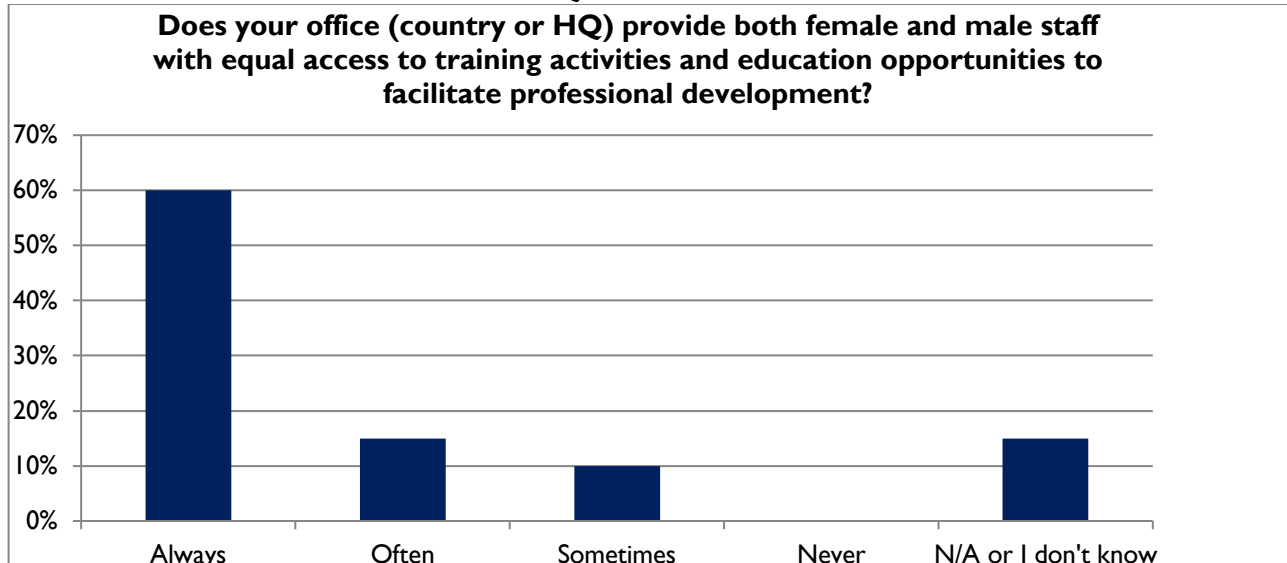
Question 16



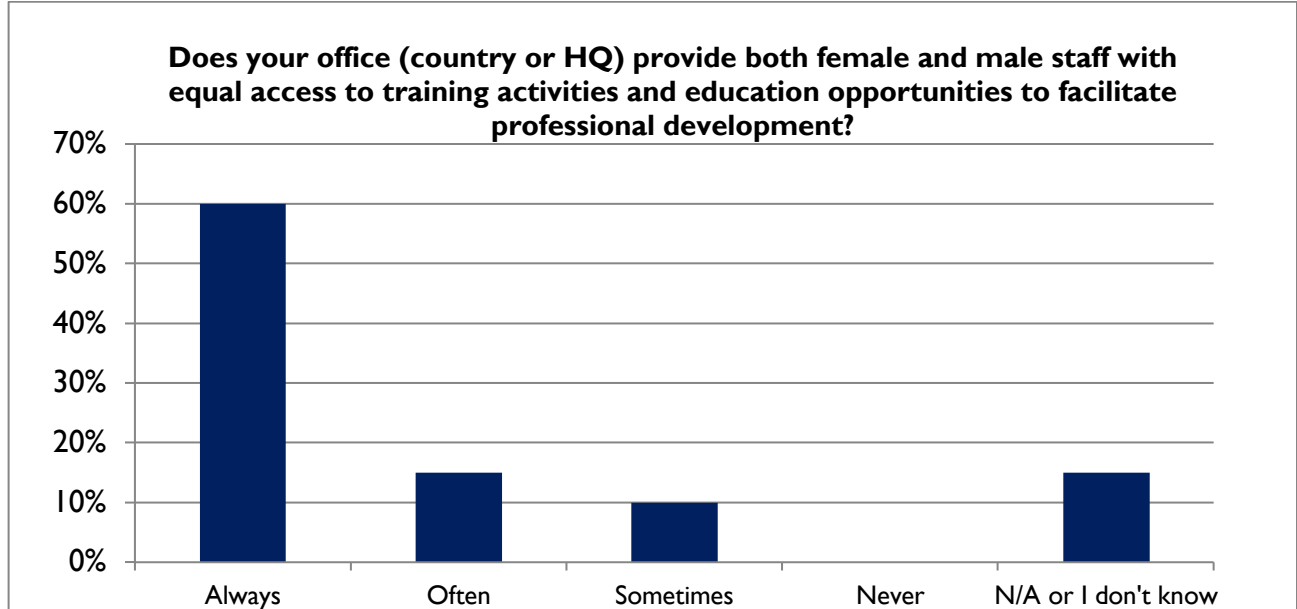
Question 17



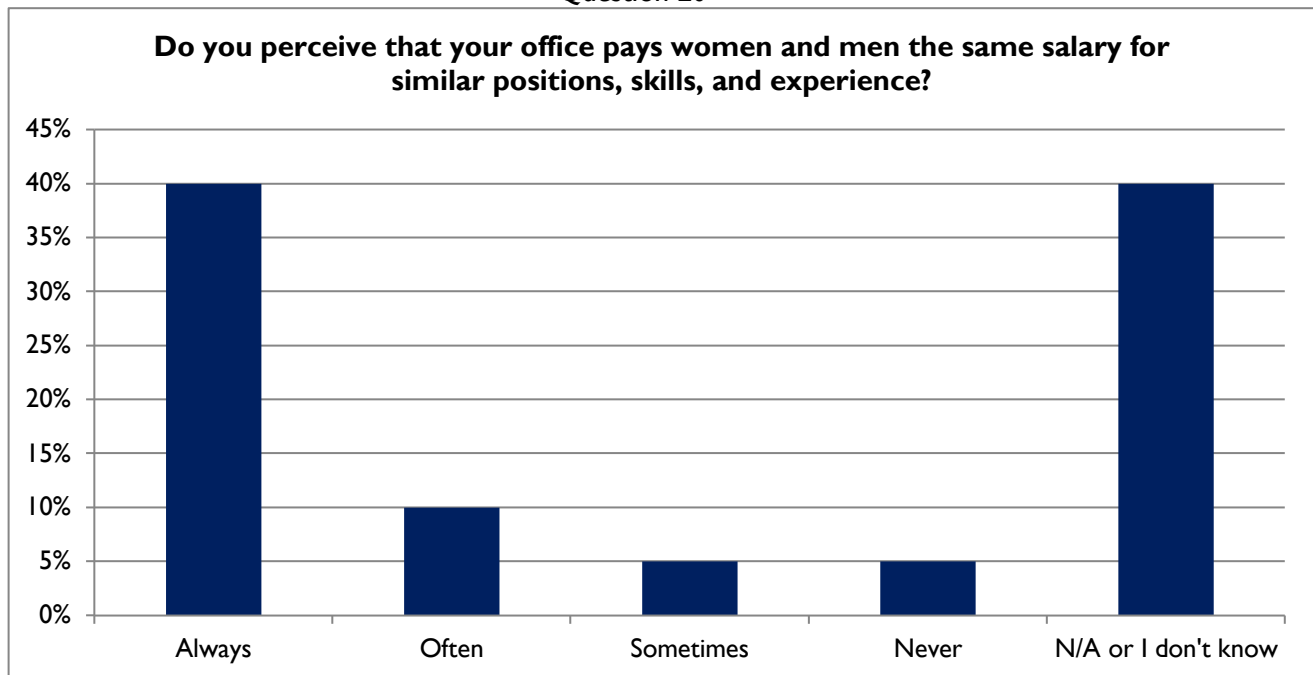
Question 18



Question 19

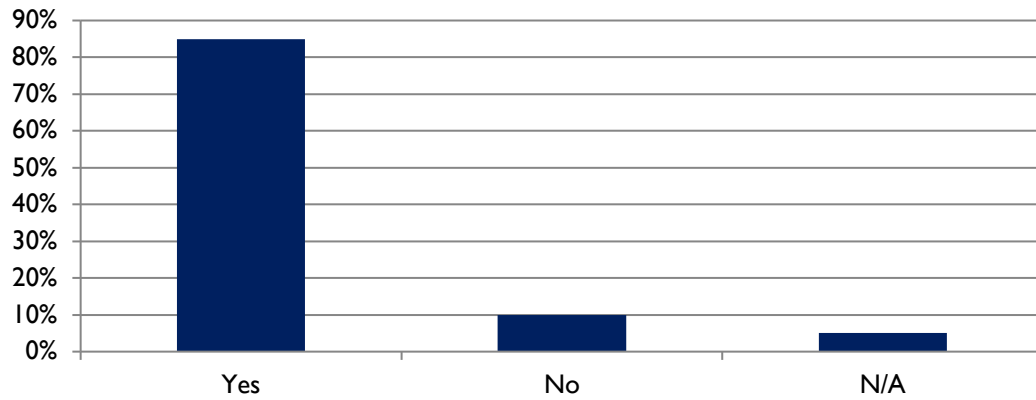


Question 20



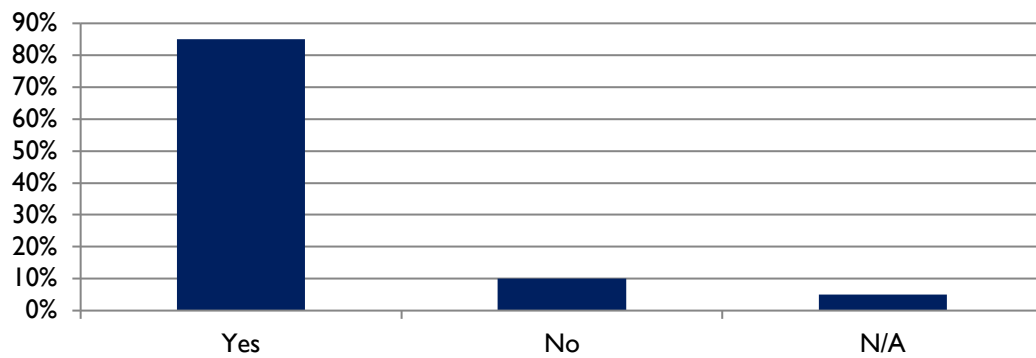
Question 21

Does your office employ both men and women in a variety of positions at all employment levels?

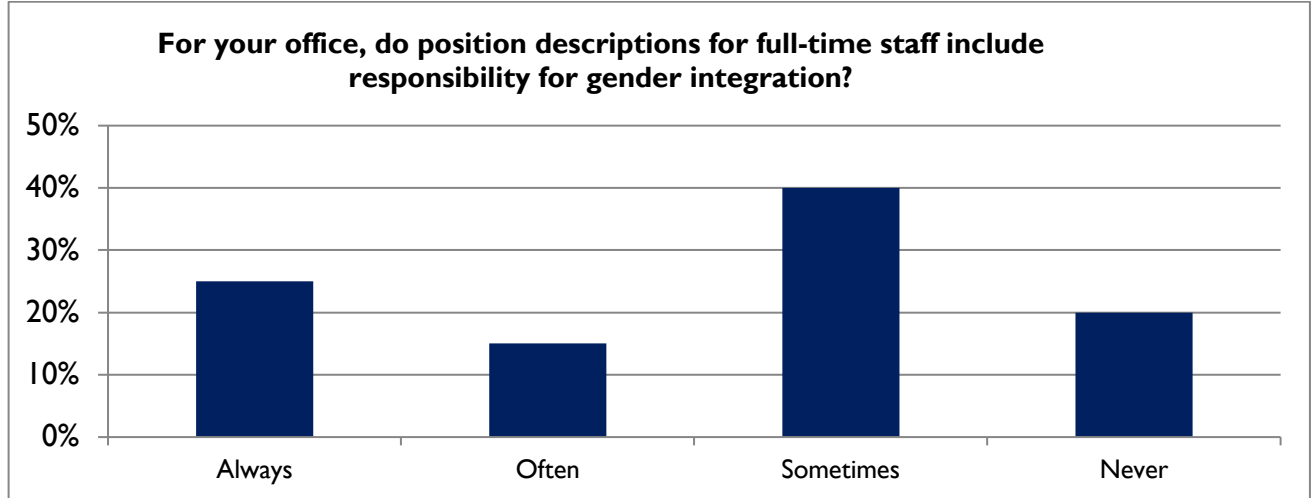


Question 22

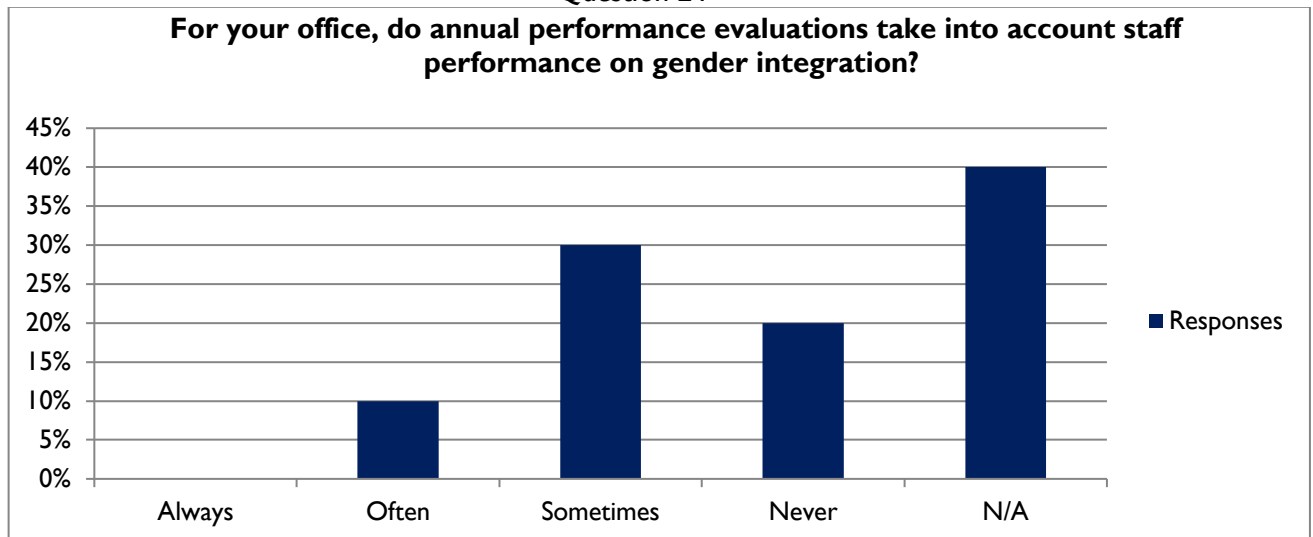
Does your office employ both men and women in a variety of positions at all employment levels?



Question 23

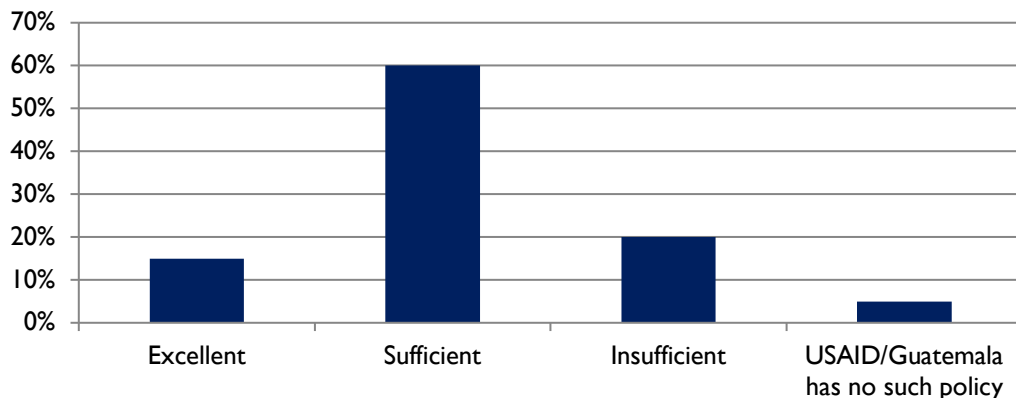


Question 24



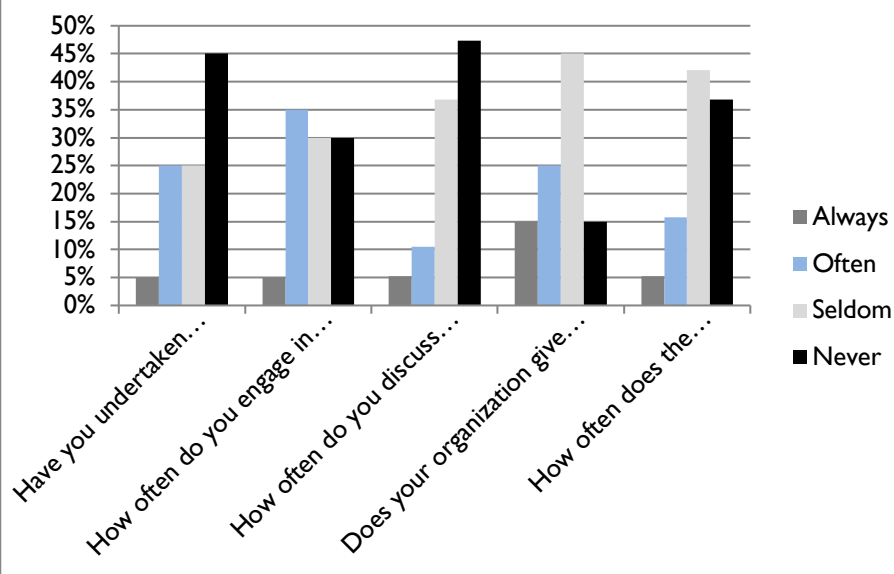
Question 25

How effective is USAID/Guatemala's policy to prevent and deal with sexual harassment in the workplace?



Question 26

Gender Integration Support - How often you have provided the following types of support on gender integration to USAID partners.



Complete Answers:

- Have you undertaken activities to identify the attitudes of partner organizations towards working in a gender-sensitive manner, and/or the obstacles hindering such work?
- How often do you engage in a dialogue with partner organizations on gender policy issues?
- How often do you discuss gender issues with your director concerning partner Organizations?
- Does your organization give orientation to partner organizations for them to improve gender integration at the implementation level?

- How often does the responsible director initiate discussions on choice of partner organizations and service delivery to them concern gender equality?