

# Gender Financing in Guatemala:

Mapping funding to improve gender equality

March 2021



Friends of

**PublishWhatYouFund**

**Publish** WhatYouFund

The Global Campaign for Aid and Development Transparency

## WHO WE ARE

[Friends of Publish What You Fund](#) was established in May 2015 with the objective of promoting better foreign assistance outcomes by improving access to timely and relevant information, with a specific focus on the work of the United States.

[Publish What You Fund](#) is the global campaign for aid and development transparency. We envisage a world where aid and development information is transparent, available, and used for effective decision-making, public accountability, and lasting change for all citizens.

## ABOUT OUR PROJECT

The goal of the [Gender Financing Project](#) is to improve the publication of gender-related financial and programmatic data to help relevant stakeholders direct (or redirect) funding, coordinate and address funding gaps, and to hold donors and partner governments accountable to their gender equality commitments. This is expected to contribute to more effective funding of gender equality programs and therefore ultimately lead to better development outcomes.

We undertook case studies in three countries: **Kenya, Nepal, and Guatemala**. For each country, we assessed the availability and quality of publicly available information, including government budgets and open data portals, collected primary data on data use, and tracked the available gender financing to determine how government and international funders can better meet gender advocates' needs. We used a common methodology, combining desk research and data analysis, interviews, surveys, and consultations with top gender equality donors, to ensure a consistent approach across countries. See our [methodology](#) for more details on our country selection and research methods.

We will use these country studies to provide global recommendations to different stakeholder groups for improved transparency and accountability in our *Global Transparency Report*, due later in 2021.

## ABOUT THIS REPORT

This report was researched and written by Jamie Holton and Henry Lewis, and reviewed by Alex Farley-Kiwanuka and Sally Paxton.

It was produced with financial support from Save the Children US and Plan international USA. These organizations are global advocates for gender equality and the localization of humanitarian response and development assistance. They are supporting this project in furtherance of their work, including to support frameworks such as the Grand Bargain and the Call to Action on Gender-Based Violence in Emergencies, to advance locally led development, funding flexibility, and to strengthen financial and technical resources for women's rights organizations and girl-led groups and networks. Our team received in-country research and advocacy support in Guatemala from our consultant Gabriela Muñoz, Save the Children staff (Marjorie Bosque) and Plan International staff (Mercedes Barrios and former staff Alejandra Erazo, now working for the National Democratic Institute Guatemala). The report was copy edited by Liz Evers and designed by Definite.design.

## ACKNOWLEDGEMENTS

We would like to thank the following individuals and organizations for offering feedback on an earlier draft of this report:

Leslie Archambeault (Save the Children US), Walda Barrios (Facultad Latinoamericana de Ciencias Sociales – FLACSO), Lori Broomhall (Plan International USA), Dorita Coc (previously at Presidential Secretariat for Women/La Secretaría Presidencial de la Mujer – SEPREM), Tenzin Dolker (Association for Women's Rights in Development – AWID), the German Ministry for Economic Cooperation and Foreign Affairs, Global Affairs Canada, Claudia Maria Hernández (Fundación Sobrevivientes), Zoe Johnson (SEEK Development), Petya Kangalova (International Aid Transparency Initiative Secretariat – IATI Secretariat), Sarah McDuff (International Aid Transparency Initiative Secretariat – IATI Secretariat), Allison Merchant (Open Government Partnership – OGP), Megan O'Donnell (Center for Global Development – CGD), Saira Ortega (Hivos), Ana Lucía Ramazzini (FLACSO), Jenny Russell (Save the Children US), and Andrew Wainer (Save the Children US).



## Contents

Key terms used in this report	3
Methods and sample	3
Executive summary	4
Introduction	5
Why Guatemala needs better gender financing data	5
Spending on gender equality by the Government of Guatemala	6
Key considerations for the Government of Guatemala to improve gender financing data	9
Gender financing by international donors	10
Different datasets show different pictures of gender aid	12
Why it remains difficult to know if donors' gender financing is making a difference in Guatemala	14
Key considerations for international donors to improve gender financing data	15
What's missing from the current gender funding picture	16
Conclusion	17

## BOXES, FIGURES AND TABLES

Box 1: Quick facts Guatemala	4
Figure 1: How satisfied are you with the amount and quality of data that is publicly available on gender equality work in Guatemala? (Number of survey respondents)	5
Table 1: Overview of national gender financing for Guatemala in 2018 and 2019 according to the GRB reported to SICOIN, pulled in March, 2021	7
Box 2: OECD-DAC gender equality policy marker	10
Table 2: Overview of international donor funding for Guatemala in 2018 according to OECD CRS data	11
Table 3: Key differences between the OECD CRS and IATI datasets	12
Table 4: Comparison of the top five gender aid donors based on reporting against the OECD-DAC gender equality policy marker to the OECD CRS and IATI	13
Figure 2: Number of gender equality projects with a significant or principal OECD-DAC gender equality policy marker score reported by top five highest-disbursing gender aid donors for Guatemala in 2018	14



## Key terms used in this report

<b>Gender equality</b>	Our report is guided by the Guatemalan government's budgetary thematic classifier on gender marker to fund gender equality <sup>1</sup> and international donors' use of the Organisation for Economic Cooperation and Development's Development Assistance Committee's (OECD-DAC) gender equality policy marker, <sup>2</sup> which international donors can also report to their International Aid Transparency Initiative (IATI) data. <sup>3</sup>
<b>Gender financing</b>	Any disbursed or committed funding with the intention to improve gender equality, including government gender responsive budgeting and international donors' gender aid.
<b>Gender responsive budgeting (GRB)</b>	According to Oxfam's and the Women's Budget Group's guidelines, <sup>4</sup> a gender responsive budget is a budget that works for everyone by ensuring gender-equitable distribution of resources and by contributing to equal opportunities for all.
<b>Gender aid</b>	Development assistance from international donors, such as official bilateral and multilateral agencies and philanthropic foundations, which has gender equality as a significant (1) or principal (2) objective. The OECD-DAC Handbook <sup>5</sup> outlines the criteria to mark aid projects/programs as having gender equality as a significant (1) or principal (2) objective.
<b>Financial data</b>	Information on funders' disbursements or commitments.
<b>Programmatic data</b>	Information on funders' projects or programs. This includes basic information, such as titles, descriptions and sub-national locations, as well as more detailed performance information, such as objectives, results, and evaluations.

## Methods and sample

The findings and proposed key considerations in this report are based on the following research elements:

- **National budget and policy analysis:** we assessed to what extent Guatemala's national budgets for 2018 and 2019 focus on improving gender equality. We also analyzed Guatemala's existing gender equality and data transparency policies.
- **International donors' funding analysis:** we analyzed international donors' gender aid based on their self-reporting to the OECD Creditor Reporting System (CRS) for 2018.<sup>6</sup> We also conducted a transparency assessment of the availability and quality of data published by the top five highest-disbursing donors and their top five highest-disbursing projects for Guatemala in 2018. We used the OECD CRS 2018 as a starting point and compared and complemented this with information available on the International Aid Transparency Initiative's (IATI) development portal (d-portal),<sup>7</sup> and donors' own online project portals. For more details, please see our assessment methodology<sup>8</sup> and a list of the assessed gender projects.<sup>9</sup>
- **Interviews:** we conducted 27 interviews with respondents working on gender equality in Guatemala. We asked them to reflect on the current gender financing landscape in Guatemala, as well as their data priorities and suggested publication improvements. The interviewees work for national government (five interviewees), international donor agencies (four), Guatemala-based NGOs (four), feminist movements or women's rights organizations (WROs) (four), international non-governmental organizations (INGOs) (three), UN agencies (two), private sector organizations (two), research institutes (two), and a feminist or women's fund (one).
- **Follow up survey:** to complement our interview findings, we sent out a multiple-choice online survey to all interviewees to ask them for more disaggregated information about the types of data they use, share, and need for their gender equality work. Sixteen interviewees filled out the survey, including from Guatemala-based NGOs (four interviewees), the national government (three), INGOs (two), UN agencies (two), feminist movements or WROs (two), an international donor agency (one), a private sector organization (one), and a research institute (one).



## Executive summary

This report assesses the availability and quality of publicly available information, including government budgets and open data portals, collects primary data on data use, and tracks the available gender financing to determine how the Government of Guatemala and international funders can better meet gender advocates' needs.

Its findings include:

- Key organizations working to improve gender equality in Guatemala are generally dissatisfied with the available information on gender equality funding and initiatives for Guatemala. Our analysis of available information supports this view. Without accurate, timely, comprehensive, and accessible information on how gender equality is being supported in Guatemala it is impossible to hold the Government of Guatemala and other funders to account on their gender equality commitments and to learn which initiatives make Guatemala more equal and why.
- The Government of Guatemala has made commendable efforts to develop gender responsive budgeting (GRB) at the national level and to develop a State Integrated Accounting System (SICOIN) to track nationally-funded and internationally-funded initiatives.
- International donors have made significant efforts to apply the OECD-DAC gender equality policy marker to their funding, which makes it possible to provide an indication of their financial commitments to gender equality in Guatemala.

Based on these findings, we propose key considerations for the Government of Guatemala and international donors, and other key gender equality stakeholders, to build on their progress, effectively engage so that data is published and used to increase awareness of ongoing gender equality efforts, inform program design, facilitate consultations to (re)allocate funding to effective initiatives, and ultimately, to improve development outcomes.

### BOX 1: Quick facts Guatemala

- In the SDG Gender Index, Guatemala scores 58.3 out of 100, reflecting a “very poor” achievement of gender equality, below the Latin America and Caribbean regional average (66.5).<sup>10</sup>
- Guatemala has the largest population (an estimated 18 million people)<sup>11</sup> and largest economy<sup>12</sup> in Central America.
- The World Bank classifies Guatemala as an upper-middle income country.<sup>13</sup> As of 2019, Guatemala’s GDP per capita was \$4,619.<sup>14</sup>
- Guatemala has persistently high rates of poverty and inequality, which are expected to worsen due to the COVID-19 pandemic and the effects of climate change.<sup>15</sup>
- Most Guatemalans identify as Christian,<sup>16</sup> just over half are female (51%)<sup>17</sup> and just under half are indigenous and live in rural areas.<sup>18</sup>
- Guatemala recognizes 24 official languages, with Spanish being the most widely spoken.<sup>19</sup>
- The Guatemalan government has been a member of the Open Government Partnership (OGP) since 2011.<sup>20</sup>

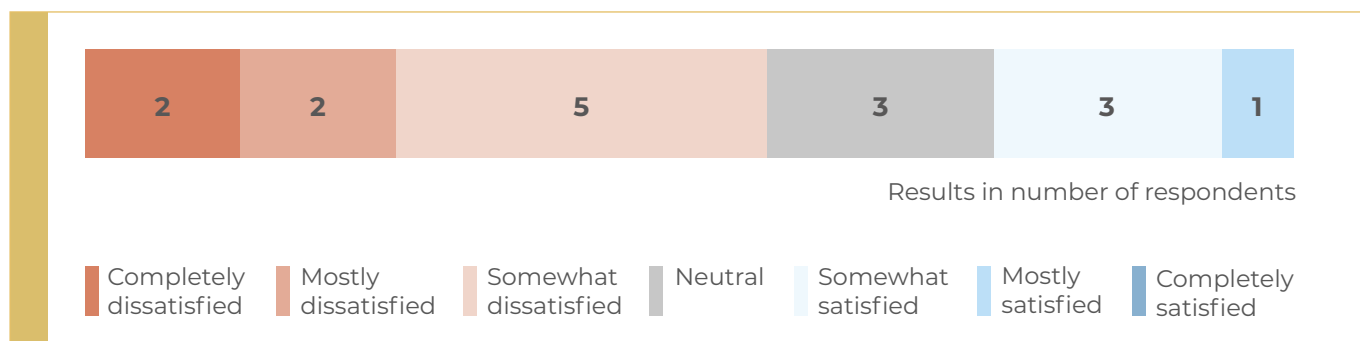


## Introduction

The Guatemalan government has committed to empowering women and girls and has mainstreamed a gender equality agenda in its National Policy for the Promotion and Integral Development of Women and the Equal Opportunities Plan 2008–23 (PNPDIM-PEO).<sup>21</sup> Through Sustainable Development Goal (SDG) 5, all governments committed to significantly increase investments to address gender inequality.<sup>22</sup> Funding for gender equality – which we call gender financing – is therefore an important signal of governments’ commitments to achieve SDG 5. Tracking gender financing and its impact helps us understand what action is being taken and what progress is being made. The COVID-19 pandemic has exacerbated resource constraints – with disproportionate consequences for women and girls.<sup>23</sup> This underscores the increased need for clear and consistent data on the funding and effectiveness of gender equality work.

## Why Guatemala needs better gender financing data

**FIGURE 1:** How satisfied are you with the amount and quality of data that is publicly available on gender equality work in Guatemala? (Number of survey respondents)



**Key gender equality stakeholders are dissatisfied with the quantity and/or quality of available gender financing data in Guatemala** (see Figure 1). From our survey, over half of the respondents (nine, mainly from Guatemala-based NGOs, WROs, and INGOs) reported that they were in some way dissatisfied with the amount and quality of publicly available financial and programmatic data on gender equality work in Guatemala. For these groups, the main reasons for dissatisfaction included data issues around insufficient detail, accessibility, timeliness (i.e., old data), and trust in how data is collected. Of the remaining respondents three were neutral, while four reported they were somewhat or mostly satisfied with the available gender financial and programmatic data. Three of the latter group represented the Guatemalan government, who are usually the ones providing the data nationally. Without access to quality data that clearly outlines where funding is going, to whom, and which sectors, it is difficult for stakeholders across all organizations to find gaps, plan and implement programs to address gender inequality in Guatemala. It is important to note that the differences in opinion are often symptomatic of data publishers (e.g., donors and government) and users (e.g., Guatemala-based NGOs and WROs) not collaborating around data. Engagement between publishers and users of data, or a lack thereof, is a common theme running through our research findings in this report.

The next sections of the report review existing government and international donor gender financing data in Guatemala. We then offer key considerations to improve their publication and engagement with key stakeholders working on gender equality around this data, to ultimately support all stakeholders’ efforts to improve gender equality in Guatemala.



## Spending on gender equality by the Government of Guatemala

The Guatemalan government's national plan to promote women's development and gender equality, the PNPDIM-PEO, lays out 12 priorities, including the eradication of violence against women, and legal equity and fairness.<sup>24</sup> Funding towards this plan has so far been monitored by the Presidential Secretariat for Women (SEPREM), Guatemala's primary institution that promotes women's rights. However, in 2020, the government decided to substitute SEPREM with a lower-ranking institution. Our interviewees expressed concern about this, because they argue that SEPREM is crucial in implementing Guatemala's gender policies, and its substitution could undermine Guatemala's compliance with the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and progress towards SDGs 5 and 16.<sup>25</sup> It remains unclear whether SEPREM will remain responsible or receive sufficient funds to continue tracking and reporting on Guatemala's GRB funding.

Government spending on the priorities set out in the PNPDIM-PEO should be trackable using SEPREM's Gender Budget Classifier.<sup>26</sup> This applies to both national and local government offices<sup>27</sup> and to government spending of both domestic resources and international aid.<sup>28</sup> According to regulations, each entity should report their total amount of domestic and internationally received funds spent towards Guatemala's gender priorities and send the information to the Ministry of Finance's (MoF) Technical Directorate of the Budget. The Directorate should then verify this information before publishing it to the Ministry's State Integrated Accounting System (SICOIN).<sup>29</sup> See Table 1 (page 7) for GRB funding amounts for 2018 and 2019.

It is important to note that SEPREM has produced its own reports to track national GRB funding and even municipal GRB funding for 2018<sup>30</sup> and 2019,<sup>31</sup> which present different numbers to the ones presented in Table 1. SEPREM's reports look at information and databases beyond SICOIN, including an internal database that contains information from around 150 different municipalities, which was not openly available to the researchers. The inconsistent GRB information published or collected by various Guatemalan institutions underscores the need for clearer and more consistent reporting across the Guatemalan government.

***“In theory, it should be possible to track the Government of Guatemala's gender spending. In practice, there are key barriers that prevent a clear, consistent, and complete picture.”*** – Dorita Coc, former SEPREM staff

The SICOIN platform is a commendable effort by the Guatemalan government to allow the public to track national GRB funding, yet there are still notable barriers to access this information. Firstly, the platform requires a username and password to enter, which although advertised on the SICOIN home page<sup>32</sup> or accessible through direct consultation with the Ministry of Finance, creates an unnecessary bureaucratic barrier. Once accessed, the platform is not user-friendly and generating SICOIN reports requires specialized technical knowledge to filter by institution codes, thematic classifiers, and programs that are not publicly advertised and can be as long as 13 digits, further increasing the complexity of searches. The reports are generated in a PDF format, which makes it difficult to filter and analyze the financial records in the document. Finally, the entire system is designed in Spanish with a technical language that is difficult to understand. The website cannot be translated to any of the other 23 official languages of Guatemala.





**TABLE 1:** Overview of national gender financing for Guatemala in 2018 and 2019 according to the GRB reported to SICOIN, pulled in March, 2021 (Exchange rates at the beginning of the budget cycle used).<sup>33</sup>

National funding	2018/19	2019/20
<b>Total amount spent (based on reporting to SICOIN) (USD)</b>	\$10.3bn	\$11.4bn
<i>GRB per government institution</i>		
Ministry of Foreign Affairs (MINEX)	\$19m	\$23m
Ministry of Internal Affairs (MINGOB)	\$410m	\$409m
Ministry of Education (MINEDUC)	\$0.3m	\$1.8m
Ministry of Health and Social Assistance (MSPAS)	\$105m	\$49m
Ministry of Labor (MINTRAB)	\$1.3m	\$0.9m
Ministry of Economy (MINECO)	\$3.2m	\$4.8m
Ministry of Agriculture, Livestock and Food (MAGA)	\$3.4m	–
Ministry of Energy and Mines (MEM)*	\$0.2m	–
Ministry of Culture and Sports (MCD)	\$1.4m	\$0.3m
Ministry of Development (MIDES)	\$12.6m	\$19.9m
Guatemalan Indigenous Development Fund (FODIGUA)*	\$1.4m	–
Secretariat of Social Welfare of the Presidency (SBS)*	\$2.8m	–
Secretariat for Peace (SEPAZ)*	\$0.04m	–
National Office of Civil Service (ONSEC)*	\$1.6m	–
National Secretariat of Science and Technology (SENACYT)*	\$0.07m	–
Secretariat of Social Works of the President's Wife (SOSEP)*	\$1.3m	–
Presidential Secretariat of Women (SEPREM)*	\$3.8m	–
Ombudsman for Indigenous Women (DEMI)*	\$1.3m	–
Technical Secretariat of the National Security Council (STCNS)*	\$0.1m	–
Attorney General Office (PGN)	\$0.1m	\$0.2m
Ministry of Environment and Natural Resources (MARN)**	–	\$0.1m
Secretariats and other dependencies of the executive branch of government**	–	\$15m
<b>Total traceable gender equality funding</b>	\$568m	\$525m
<i>Amount of traceable gender equality funding spent per PNPDIM-PEO priority**, based on their code number for the GRB marker</i>	Not reported	All \$525m accounted for:
1 Equal economic and productive development	–	\$7.2m
2 Natural resources, land, and housing	–	\$0.1m
3 Education with cultural relevance	–	\$5.5m
4 Development of comprehensive health with cultural relevance	–	\$67.1m
5 Eradication of violence against women	–	\$410.8m
6 Legal equity and fairness	–	–
7 Racism and discrimination	–	–
8 Identity and cultural development with equality	–	\$0.3m
9 Labor equality	–	\$27m
10 Institutional mechanisms	–	\$6.5m
11 Socio-political participation	–	–
12 Cultural identity of Mayan, Xinka, and Garífuna women	–	–
<b>Percentage of total budget for gender equality</b>	5.4%	4.6%

**Note:** This table only captures funding for key gender equality institutions and initiatives at the national level as reported to SICOIN. \* is used to indicate that GRB-marked funding for that institution was only available for the year 2018 on SICOIN. \*\* is used to indicate that GRB-marked funding for that institution was only available for the year 2019 on SICOIN.





Secondly, the gender financing data reported to SICOIN seems incomplete and of questionable quality. Across the two years we assessed, we were only able to find GRB spending for 11 out of Guatemala's 14 ministries. We were also unable to find reported GRB spending by decentralized institutions, including independent judicial and legislative institutions. As all 14 ministries and decentralized institutions do report to SICOIN, and almost every ministry and secretariat has a specific gender office that should be carrying out gender responsive activities, it remains unclear why no GRB spending information is available. For the institutions that we were able to track GRB spending for, our analysis suggests that there is almost no correct application of the Gender Budget Classifier within SICOIN. As a result, SICOIN is unable to provide a comprehensive picture of which budgetary lines support which PNPDIM-PEO policies, priorities, and types of PNPDIM-PEO beneficiaries, such as women, and people, families or social groups with a focus on women. In addition to the questionable quality of reported data, the reported data can also look significantly different from year to year. As Table 1 illustrates for 2018, GRB funding is reported for ten ministries and ten secretariats, and no spending has been marked to support the 12 PNPDIM-PEO priorities. In comparison, for 2019, SICOIN has information on GRB spending for a different set of ministries, agencies, secretariats, and other dependencies of the executive branch of government, and spending is reported against nine of the 12 priorities.

Finally, the budget classifier for international donations, if used together with SEPREM's Gender Budget Classifier, would allow government bodies to publish on international gender aid for Guatemala. However, there were no budget allocations within SICOIN that were marked with both the gender and donations markers. As a result, it remains unclear how international funds are used by the Guatemalan government to promote gender equality. Thus, while there is a foundation to track Guatemala's gender financing, the current reporting of data prevents us from making any conclusive statements about how the Government of Guatemala is currently financially supporting its national policy and related programs.

***“What do you do if the official source of information doesn't seem reliable?”***  
– Central American Institute for Fiscal Studies (ICEFI)

In an attempt to explain the incomplete picture of national gender financing based on SICOIN data, one interviewee suggests there could be a two-way problem, where gender-reporting units at public entities do not closely follow the guidelines and as a result apply the classifier incorrectly, and simultaneously the Directorate does not request clarification or sufficiently guide entities to correctly report their spent gender financing. A compounding factor could be that there seems to be no official guidance for SICOIN technicians to create and publish official financial reports to the platform, leading to the varied reporting formats each year. The key considerations outlined on the next page target some of these issues.



## Key considerations for the Government of Guatemala to improve gender financing data

Our findings highlight that, despite efforts by the Government of Guatemala to offer transparent information on national and international funding to improve gender equality, gender advocates' data needs are not being met. Based on our budget and policy analysis, and suggestions from interviewees, we pose the following questions to the government:

### 1. NATIONAL GENDER LEADERSHIP

Should the government commit to reinstating its support to the Presidential Secretariat for Women (SEPREM) to track and report on national (and sub-national) gender financing data?

### 2. IMPROVING THE QUALITY AND ACCESSIBILITY OF NATIONALLY PRODUCED GENDER FINANCING DATA

In order to hold the government accountable and track the country's progress against national and global gender commitments, it is important that the government regularly publishes clear and comprehensive data on its gender spending and initiatives. What steps can the government take to improve the timeliness, accessibility, and granularity of gender financing data in Guatemala?

For instance:

- To increase the accessibility of gender-related financial and programmatic data, particularly on SICOIN, how can the government encourage open and consistent data at all levels of government, including local governments and decentralized entities?
- Is it feasible for the Technical Directorate of the Budget for the Ministry of Finance to develop and offer training to national and municipal level government on using and applying the Gender Budget Classifier?
- Consideration should be given to which government department is best positioned to collaborate with national/municipal governments, donors, and CSOs to improve the quality and quantity of GRB spending data. For example, could the National Institute of Statistics take a leading role?
- The Ministry of Finance should consider removing technical or linguistic barriers to access open data on gender spending on SICOIN, for instance by removing the need for login details, allowing users to easily filter for (international) spending marked with SEPREM's Gender Budget Classifier and identify programs, and by offering users the option to translate (or request translated) information into other official languages of Guatemala, in line with the official languages bill (19-2003).<sup>34</sup>

### 3. IMPORTANCE OF ENGAGING THE PUBLIC AND GENDER ADVOCATES ON DATA NEEDS

Understanding the data needs of gender advocates, in particular Guatemala-based NGOs, women's rights organizations, and feminist networks, is critical to improving national gender data generation and publication. As such, what steps can the national government take to engage and undertake collaborative consultation with these groups to understand their needs and the types of data they use to design and implement their projects? Additionally, how might the government reaffirm its commitment to public access to existing data?

For instance:

- How can government engage with the public on accessing existing data and update it on the status of gender equality in the country?
- In what ways can the government engage with NGOs, WROs, and feminist networks on its existing data transparency policies and programs to promote awareness around and improvement of gender financing data, such as through its National Plan for Open Government,<sup>35</sup> General Government Policy (2020–24),<sup>36</sup> the Decree 101-97 on the Organic Budget Law,<sup>37</sup> and its OGP membership?<sup>38</sup>

## Gender financing by international donors

In addition to the government's own resource allocation for gender equality, a significant source of gender financing in Guatemala comes from international donors in the form of development assistance. For this reason, we analyzed international donors' self-reporting to the OECD CRS and how much of their disbursements were marked as gender aid (Box 2). Table 2 on page 11 includes a picture of international donors' gender aid for Guatemala in 2018.

An important caveat is that there is currently no external validation process to confirm whether donors have applied the gender marker correctly. Although some of our interviewees from donor agencies indicate that they have internal structures to validate their self-assigned gender scores, a recent study by Oxfam that relies on donors' publicly available information suggests that many donors inconsistently assess their funds against the gender marker.<sup>39</sup> This means that there is risk of both over-estimating *and* underestimating donors' reported gender financing.

### BOX 2: OECD-DAC gender equality policy marker

The OECD-DAC has developed a gender equality policy marker. This gender marker allows organizations to indicate to what degree their development projects target gender equality. Based on the guidance by the OECD-DAC Network on Gender Equality (GENDERNET),<sup>40</sup> donors can assign their funding one of the three following scores:

**Not targeted (0)** = gender equality is not a goal.

**Significant (1)** = gender equality is a significant, but not the main, objective.

**Principal (2)** = gender equality is the main objective (aid must meet more criteria to be marked as principal).

Funding that has not been assigned a score is considered 'not screened' or 'blank' in CRS.

According to the OECD-DAC GENDERNET, "The most established and extensive data available are those for bilateral official development assistance (ODA) provided by members of the OECD-DAC. DAC members have been using the DAC gender marker to report their ODA for the past two decades. Some DAC members also report their 'other' development finance, which does not meet ODA criteria, against the gender marker. Development actors such as private philanthropy and multilateral organisations are now also using the DAC gender marker to report their activities."<sup>41</sup>

While we agree with the OECD that the reliability of voluntary data cannot be compared to that of established bilateral ODA flows, our understanding of gender aid includes all types of disbursed development assistance reported by all donors to the OECD CRS in an attempt to offer a more inclusive picture of international donors' gender financing.

**TABLE 2:** Overview of international donor funding for Guatemala in 2018 according to OECD CRS data.

A snapshot of international donors' gender aid for Guatemala in 2018		
Breakdown of total development assistance for Guatemala <i>[RecipientName: Guatemala, DonorName: All, Total USD_Disbursement]</i>	Total (USD)	Percentage of total development assistance
Development assistance for Guatemala <i>[Total USD_Disbursement]</i>	\$738m	100%
Assistance screened against the gender marker <i>[USD_Disbursement with Gender values 0, 1 or 2]</i>	\$403m	55%
Assistance not screened against the gender marker <i>[USD_Disbursement with no Gender value – blank]</i>	\$335m	45%
Total gender aid for Guatemala <i>[USD_Disbursement with Gender values 1 or 2]</i>	\$203m	28%
Significant gender financing <i>[USD_Disbursement with Gender value 1]</i>	\$200m	27%
Principal gender financing <i>[USD_Disbursement with Gender value 2]</i>	\$33m	5%
Breakdown of gender aid <i>[USD_Disbursement with Gender values 1 or 2]</i>		
Type of funding flow <i>[FlowName]</i>	<ul style="list-style-type: none"> <li>• Official development assistance (ODA) grants (99.6%)</li> <li>• Private development finance, or private flows (0.4%)</li> </ul>	
Three most popular types of funded aid activities <i>[Aid_t]</i>	<ul style="list-style-type: none"> <li>• Short-term projects (89%), which includes contributions to Guatemalan government-approved projects <i>[CO1]</i> and other organizations' programs <i>[BO3]</i></li> <li>• Core support to local, national or international NGOs, public-private-partnerships, foundations, and research institutes (6%)</li> <li>• Supporting staff from donor countries in Guatemala (2%)</li> </ul>	
Three most popular types of implementing organizations <i>[ParentChannelCode]</i>	<ul style="list-style-type: none"> <li>• Donor country-based NGOs (31%)</li> <li>• Donor country-based private sector (20%)</li> <li>• INGOs (11%)</li> </ul>	
Number of sectors receiving gender aid <i>[SectorName]</i>	29	
Three most popular sectors for gender aid <i>[SectorName]</i>	<ul style="list-style-type: none"> <li>• Government and civil society (34%)</li> <li>• Basic education (9%)</li> <li>• Agriculture (8%)</li> </ul>	
Three most popular themes for gender aid <i>[PurposeName]</i>	<ul style="list-style-type: none"> <li>• Legal and judicial development (9%)</li> <li>• Human rights (8%)</li> <li>• Decentralization and support to sub-national government (6%)</li> </ul>	
Funding to key gender equality themes <i>[PurposeCodes 15170 and 15180]</i>	<ul style="list-style-type: none"> <li>• Ending violence against women and girls (2%)</li> <li>• Women's rights organizations and movements, and government institutions (1%)</li> </ul>	

**Note:** The numbers included in this research were the most recent and complete OECD CRS data available at the time, and were last updated in November, 2020.<sup>42</sup> For more information on technical language included in the Table, such as CRS codes and definitions, please refer to the OECD's latest DAC and CRS code lists.<sup>43</sup>

**The need for better gender financing data for Guatemala is underscored when comparing the national gender financing picture against the international gender financing picture.** Currently, a comparison between Guatemala's traceable national gender financing for 2018 (\$568m, see Table 1) and international donors' self-reported gender aid for Guatemala (\$203m, see Table 2) suggests that in 2018 the Guatemalan government spent approximately **three times more** on improving gender equality in Guatemala than international donors. However, as the national budgets currently do not specify how GRB-marked international funds are ultimately allocated by the national government, there is a certainty of double-counting international funds to improve gender equality in Guatemala. A harmonized and more comprehensive application of GRB across Guatemala's government, including how international GRB funding is ultimately disbursed to promote gender priorities, could provide more insight into the ways different sources of funds are channeled.

In addition, more disaggregated information on national and international funding would allow us to better assess whether national government and international donors' gender financing is coordinated and aligned with Guatemala's gender equality priorities. Current SICOIN data does not contain information on Guatemala's national expenditure towards its PNPDIM-PEO priorities for the year 2018. This prevents a comparison with donors' sectoral and thematic gender funding priorities. For instance, from the current OECD sector classification of "government and civil-society" and "women's rights organizations and movements, and government institutions," it remains unclear to what extent donors' gender aid aims to support the Guatemalan government's gender equality initiatives, or those by civil society. We dive more into the existing transparency challenges around international donors' gender aid projects in a later section of this report. All in all, the inclusion of more (GRB-marked) government funding and OECD CRS data – including upcoming OECD data on more recent years – would support triangulation of these findings and allow for the identification and comparison of gender financing trends across the Guatemalan government and international donors.

## Different datasets show different pictures of gender aid

In addition to the centralized dataset of the OECD CRS, international funders can report on their funded gender equality activities for Guatemala to the International Aid Transparency Initiative (IATI). IATI allows all organizations to voluntarily publish gender equality scores according to the same OECD gender equality marker, namely not targeted (0), significant (1), and principal (2).<sup>44</sup> See Table 3 for an overview of key differences between these two platforms.

**TABLE 3:** Key differences between the OECD CRS and IATI datasets.

	OECD CRS	IATI
<b>Publishers</b>	DAC donors (mandatory) and non-DAC donors (voluntary)	All donors and implementing organizations (voluntary)
<b>Validation</b>	OECD validates all donors' reporting	Automated validation against the IATI Standard, but not for accuracy of the data
<b>Timeliness</b>	Donors publish information according to the OECD Development Finance Statistics Data cycle <sup>45</sup> (with a minimum time lag of 18 months)	Publishers can update their data any time, and many larger donors do so on a monthly or quarterly basis
<b>Results</b>	N/A	Publishers can publish results and link to reviews or evaluations
<b>Project documents</b>	N/A	Publishers can publish various project documents <sup>46</sup>

**Note:** For more information on these datasets, their strengths and weaknesses, and demonstrations on how to use them, please check out our recently launched video tutorial series with English closed-captions.<sup>47</sup>



Although both the OECD and IATI allow donors to assign the same OECD-DAC gender equality policy marker scores, not all donors apply the marker in the same way across the two datasets. In addition, the different natures of these two datasets (highlighted by Table 3) provide potential to paint significantly different pictures of gender equality funding. Table 4 illustrates how these two datasets can depict very different top gender aid donors for Guatemala.

**TABLE 4:** Comparison of the top five gender aid donors based on reporting against the OECD-DAC gender equality policy marker to the OECD CRS and IATI.

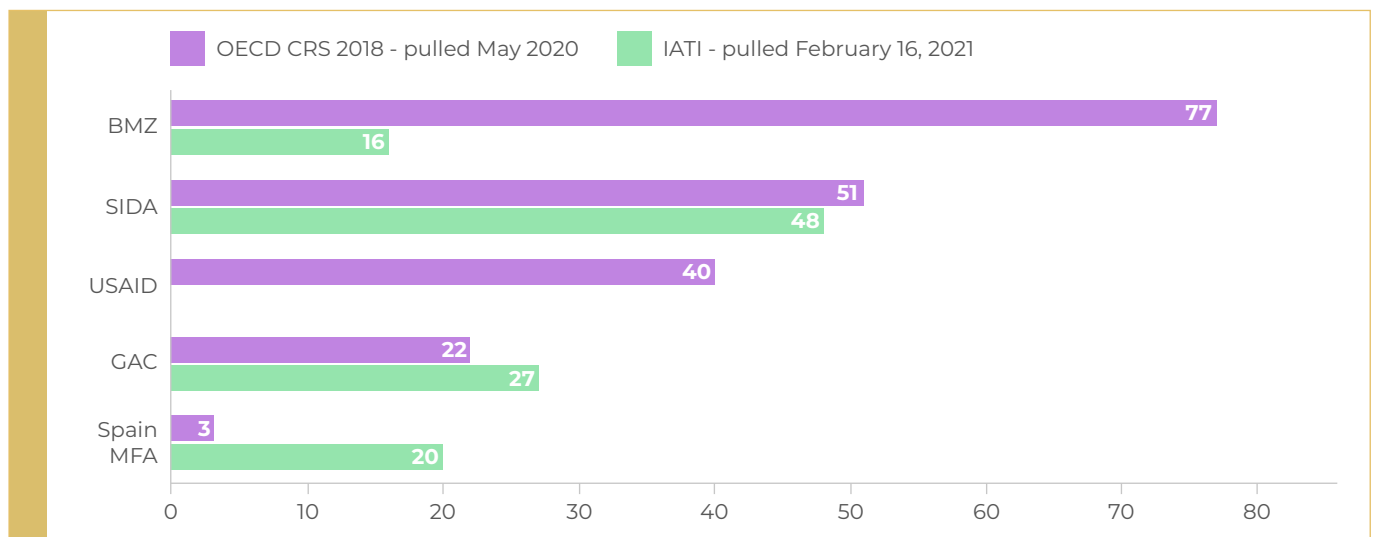
Top five gender aid donors for Guatemala in 2018 based on different centralized datasets		
Highest disbursing gender aid donor	OECD CRS	IATI
	<i>Disbursements with gender values 1 or 2</i>	<i>Disbursements with gender equality policy marker values 1 (significant) or 2 (principal), with 2018 as the year range minimum and maximum to capture all “live” projects during that year</i>
#1	United States Agency for International Development (USAID)	United Nations Development Program (UNDP)
#2	Swedish International Development Authority (Sida)	GAC
#3	German Ministry for Economic Cooperation and Development (BMZ)	BMZ
#4	Global Affairs Canada (GAC)	Sida
#5	Spain Ministry of Foreign Affairs and Cooperation (Spain MFA)	UNICEF

**Note:** The numbers included in this research were the most recent and complete OECD CRS data available at the time, and were last updated in November, 2020.<sup>48</sup> The IATI data was pulled from IATI’s d-portal on February 16, 2021.<sup>49</sup> For more information on technical IATI language, including codes and definitions, please refer to IATI’s latest codelists.<sup>50</sup>

Similarly, the inconsistent use of the OECD-DAC gender equality policy marker by donors and different publication frequencies of OECD CRS and IATI lead to varied numbers of reported gender equality projects across these two platforms. See Figure 2 for an example.

**“Maybe you can find data on some issues, but more variables are needed to make effective decisions. It does not end up being a complete landscape.”**  
 – Paz Joven, Guatemala-based NGO

**FIGURE 2:** Number of gender equality projects with a significant or principal OECD-DAC gender equality policy marker score reported by top five highest-disbursing gender aid donors for Guatemala in 2018.



## Why it remains difficult to know if donors' gender financing is making a difference in Guatemala

Through our project-level assessment, we offer an in-depth look at 23 of the highest value gender equality initiatives by the five top international gender equality donors for Guatemala in 2018: USAID, Sida, BMZ, GAC, and Spain MFA. Based on the latest available OECD CRS numbers for 2018 at the time of our research (last updated November, 2020), these projects made up a total of 36% of the total value of gender aid disbursements reported for Guatemala in that year. For an overview of the 23 projects, including their project titles, disbursements, gender scores, target sector(s), and links to other (up-to-date) pages on IATI or donors' own portals, please see the Guatemala project list.<sup>51</sup>

**These findings suggest that it often remains unclear who donors are targeting (e.g., women, LGBTQ+ people, gender-based violence survivors), what efforts donors undertake to ensure their projects do not reinforce gender inequalities, and what impact their projects are actually having on gender equality in Guatemala.**

Across the 23 projects, there were 14 projects for which the OECD-DAC gender equality policy marker score was consistently assigned, with two donors scoring consistently for all their projects – although one of these donors only reported its top gender projects to the OECD CRS. Comparing project information reported to the OECD CRS, IATI, and donors' own project portals, we could find clear information on the targeted gender group(s) for nine of the 23 projects, with seven of these projects including other key characteristics. In terms of performance, we found clear and consistent results data for 10 projects, of which seven projects had gender-disaggregated results and six had gender-disaggregated objectives. However, out of all 23 projects, we could only find timely (meaning no older than 18 months) and relevant (meaning specific to the reported activity) evaluation/review documents for one project. Similarly, we found a gender analysis published for only one project.

These findings are important to highlight as across our key informant interviewees and survey participants, particularly those from Guatemala-based NGOs and WROs, stakeholders specified that gender analyses and results are types of data a majority of these groups use. Additionally, Guatemala-based and international NGOs, WROs, and government gender departments emphasized that there are still certain types of data they need more of, including better disaggregated gender indicators (e.g., by sex, age, ethnicity, geographic region). Again, this is a specific data type donors are inconsistently publishing currently.



From our conversations with international donors, we understand that there are several issues with the OECD CRS and IATI reporting standards and/or datasets that can limit their ability to report information on gender equality projects consistently and comprehensively. We will unpack these and offer recommendations to these platforms within our upcoming Global Transparency Report (due to be released in the summer of 2021). We welcome all international donors' thoughts on this and look forward to working closely with you to advocate for such improvements.

While our donor assessment highlights the types of data donors are publishing, it is critical to also address the role of local gender advocates in the collection, analysis and management of this data. At the local level there is currently significant variation between different stakeholders in terms of their ability to access a diverse range of gender financing sources in Guatemala. Funding restrictions mainly affect WROs, feminist networks, and Guatemala-based NGOs, who stated during interviews that funding has flexibility limits, is small in scale, project-based, and often short term, even though such organizations are often in charge of most program implementation activities. Further, these groups said that finding funding for their gender work is a challenge in itself, and that a lack of technical capacity to access certain financing opportunities (usually with rigid criteria) is one of the limitations they face in sustaining their work. The available funding opportunities from donors do not usually offer core funding to help the growth of these organizations' capacity. Given these capacity issues, organizations maintain that it is unrealistic to expect complete and quality reporting on their activities. Donors need to engage with these groups to better understand the issues they face when it comes to using and sharing data. In the long-term, this would help tackle issues of data quality and timeliness.

### Key considerations for international donors to improve gender financing data

A more complete picture of funding for gender-targeted activities would help donors to make better-informed funding decisions to improve gender equality in Guatemala. Based on our data analysis, donor transparency assessment, and suggestions from interviewees, we pose the following considerations to international funders, including donors, INGOs, and philanthropic organizations:

#### 1. SUPPORTING LOCAL GENDER EQUALITY ADVOCATES' CAPACITY AND DATA PUBLICATION

How can donors support Guatemala-based NGOs, WROs, feminist networks, and the government to collect and publish gender data and ensure sustainable and long-term capacity around data management?

For instance:

- Could donors increase core funding and/or include a separate budget line within project funding to NGOs, WROs, and feminist networks to improve reporting, data collection and general data management?
- Could donors utilize their position and influence to support the government to recognize the importance of open, accessible, updated, quality information and to strengthen current reporting systems (e.g., SICOIN)?
- Could donors offer technical assistance or capacity-building to increase local organizations' awareness and use of databases that include information on donor-funded projects, such as the OECD CRS, IATI, and donors' own data portals?

#### 2. ENGAGING WITH GENDER ADVOCATES ON DATA NEEDS

How can donors create a more inclusive and collaborative engagement pathway around the data needs of Guatemala-based NGOs and WROs working on gender equality to align their publication practices?

For instance:

- Could donors use platforms like the G13 Group (a forum of countries and multilateral organizations representing the largest donors to the development of Guatemala)<sup>52</sup> to include and encourage participation of Guatemala-based NGOs, WROs, and feminist networks in conversations around gender financial and programmatic data?

#### 3. SUPPORTING DONOR COUNTRY OFFICES

To help meet the data needs of gender advocates in Guatemala, what support can donors' headquarters' staff provide to their country office?

## What's missing from the current gender funding picture

- The importance of women's funds and feminist organizing:** Guatemalan organizations and movements receive important support from regional women's and feminist funds, such as the Latin American and Caribbean Committee for the Defense of Women's Rights (CLADEM), the Central American Women's Fund (FCAM) and FRIDA, the young feminist fund. Guatemala-based NGOs, in particular, indicated that they turn to women's funds for funding as it is more flexible and better aligned with their own organizational priorities. However, as research by the Association for Women in International Development (AWID) shows, and as underscored by our interviewees, WROs and feminist movements remain systematically under-resourced.<sup>53</sup>
- The impact of COVID-19 on gender financing:** the pandemic has had a considerable impact on the activities of all research participants, especially local WROs and Guatemala-based NGOs. Interviewees have had to modify budgets and priorities to meet the new context of the pandemic. Some donors stated that they have been able to mobilize new resources for their implementing partners, while others said they modified their funding mechanisms to make them more efficient and flexible. However, several interviewees from Guatemala-based NGOs and WROs believe that while donors have been more flexible around project budgets, new funding has been slow to materialize and has only focused on helping their organization purchase safety equipment, such as personal protective equipment. In the longer-term, these groups are concerned that much of the funding currently available for gender equality programs will be redirected to assist with COVID-19, which will impact the implementation of new programs. Therefore, adding a gender lens to decision-making around the allocation of funding and building gender equality into government and donors' responses is essential given that COVID-19 has not only introduced new inequalities but also widened an already existing gap. While there are notable efforts to publish and track the global COVID-19 response, for instance to IATI,<sup>54</sup> the recent nature of the pandemic and the inconsistent use of gender markers by development partners prevent an up-to-date and complete picture of gender-related COVID-19 funding for Guatemala. Improved publication and continued monitoring efforts by relevant stakeholders are required to understand how the COVID-19 response relates to, and continues to impact, gender equality efforts in Guatemala.
- The role of private foundations, humanitarian actors, INGOs, development finance institutions, and WROs in funding gender equality:** available information on financing for gender equality is increasingly complete on centralized datasets like the OECD CRS.<sup>55</sup> However, compared to the reported funding by bilateral and multilateral donors, the two main global datasets reviewed in this report (OECD and IATI) contain relatively little information on gender-related philanthropic, humanitarian, development finance institution (DFI) investments, and grassroots funding. We will explore this in more detail in our upcoming *Global Transparency Report*.

**“Although a detailed plan was made on the needs of women during the pandemic ... no resources were allocated to meet their needs as a priority group.”**

– UN Women

## Conclusion

The Guatemalan government, most notably SEPREM and the Ministry of Finance, and international donors have made commendable efforts to make gender equality financing for Guatemala transparent. Their publication of financial and programmatic data on gender equality initiatives in Guatemala is critical for measuring impact, informing program design, and planning gender responsive budgets and commitments across all organizational types.

Nevertheless, our desk research and interviewees suggest that significant progress can be made in terms of government and donors improving the identification and quality of national and international funding data. In addition, there is significant potential for improved engagement by funders, especially with Guatemala-based NGOs, WROs, and feminist networks working on gender equality in Guatemala to meet these key gender equality stakeholders' data needs and to improve their capacity to collect, manage, analyze, and publish gender financing data.

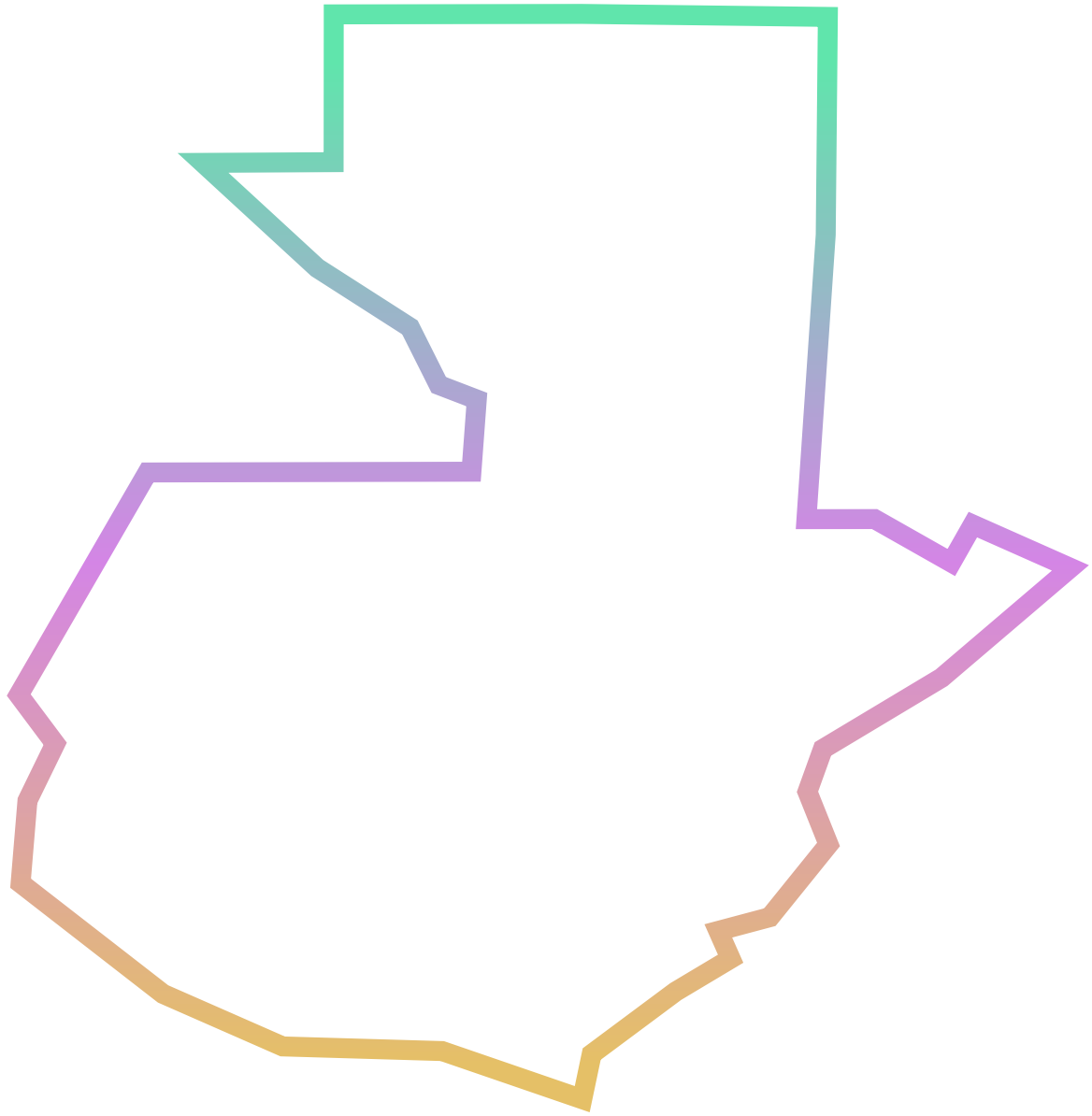
Clearer data on what activities are being implemented, by whom, who they are targeting (including specific population groups), and how much is being spent, would not only help different stakeholders complement each other's gender work, but would also improve understanding of the development outcomes and impact these activities are making towards achieving gender equality in Guatemala and ultimately, SDG 5.



## Notes

- 1 Presidential Secretariat for Women (SEPREM), [Manual on the budgetary thematic classifier on gender 2008–2023](#).
- 2 OECD, [DAC gender equality policy marker \(2019\)](#).
- 3 International Aid Transparency Initiative (IATI), [Policy marker codelist \(2021\)](#).
- 4 Oxfam and Women's Budget Group, [A Guide to Gender-Responsive Budgeting \(2018\)](#).
- 5 OECD-DAC Network on Gender Equality, [Handbook on the OECD-DAC Gender Equality Policy Marker \(2014\)](#).
- 6 OECD, [Creditor Reporting System \(CRS\) data](#).
- 7 IATI's [d-portal](#).
- 8 Publish What You Fund, [Gender financing project - project level assessment \(2021\)](#).
- 9 Ibid., [Guatemala project list \(2021\)](#).
- 10 Equal Measures 2030, [Harnessing the power of data for gender equality: Introducing the 2019 EM2030 SDG Gender Index \(2019\)](#).
- 11 World Population Review, [Guatemala Population 2021 \(Live\) \(2021\)](#).
- 12 World Bank, [The World Bank in Guatemala \(2021\)](#).
- 13 Ibid., [World Bank Country and Lending Groups \(2021\)](#).
- 14 Ibid., [World Bank Indicators: GDP per capita Guatemala \(2019\)](#).
- 15 Ibid., [Poverty and Inequality Data Portal](#).
- 16 Pew Research Centre, [Religion in Latin America \(2014\)](#).
- 17 Institute of National Statistics, [Census 2018 results \(2018\)](#).
- 18 Ibid.
- 19 Translators without Borders, [Language Data for Guatemala](#).
- 20 Open Government Partnership, [Guatemala \(2021\)](#).
- 21 Presidential Secretariat for Women (SEPREM), [National Policy for the Promotion and Integral Development of Women and the Equal Opportunities Plan 2008-2023 \(PNPDIM-PEO\) \(2009\)](#).
- 22 [Transforming our world: the 2030 Agenda for Sustainable Development](#). Resolution adopted by the UN General Assembly on 25 September 2015 (A/RES/70/1).
- 23 United Nations, [Policy brief: impact of COVID-19 on women \(2020\)](#).
- 24 Presidential Secretariat for Women (SEPREM), [National Policy for the Promotion and Integral Development of Women and the Equal Opportunities Plan 2008-2023 \(PNPDIM-PEO\) \(2009\)](#).
- 25 United Nations Human Rights Commission, ["UN experts concerned by Guatemala's proposed 'backward step' for women's rights" \(June 19, 2020\)](#).
- 26 Presidential Secretariat for Women (SEPREM), [Gender Budget Classifier Manual](#).
- 27 The General Comptroller's Office, [Decree 101-97 on the 'Organic Budget Law'](#).
- 28 Ministry of Public Finance, [Financial Reporting Manual for International Aid, SICOIN \(2021\)](#).
- 29 Presidential Secretariat for Women (SEPREM), [Report on GRB funding for 2018 \(2019\)](#).
- 30 Ibid., [Report on GRB funding for 2018 \(2019\)](#).
- 31 Ibid., [SICOIN \(2021\)](#).
- 32 Exchange rate at the beginning of budget cycle [2018](#) and [2019](#).
- 33 Economic Commission for Latin America and the Caribbean, [Official Languages Bill \(19-2003\)](#).
- 34 Presidential Commission for Open Public Administration and Transparency (GPAT), [National Plan for Open Government 2018–2020](#).
- 35 Presidential Secretariat for Planning and Programming (SEGEPLAN), [General Government Policy 2020-2024](#).
- 36 The General Comptroller's Office, [Decree 101-97 on the 'Organic Budget Law'](#).
- 37 Open Government Partnership, [Guatemala \(2021\)](#).
- 38 A. Grabowski and P. Essick, ["Are they really gender equality projects?" Oxfam Research Reports \(2020\)](#).
- 39 OECD-DAC Network on Gender Equality (GENDERNET), [Handbook on the OECD-DAC Gender Equality Policy Marker](#).
- 40 Ibid., [Development finance for gender equality and women's empowerment: A 2021 snapshot](#).
- 41 OECD, [Creditor Reporting System \(CRS\) Data](#).
- 42 Ibid., [DAC and CRS code lists](#).
- 43 International Aid Transparency Initiative (IATI), [Policy marker codelist \(2021\)](#).
- 44 OECD, [Development Finance Statistics Data Cycle](#).
- 45 International Aid Transparency Initiative (IATI), [Core codelist: Documentary Category \(2021\)](#).
- 46 J. Holton, ["Learn how to track gender financing with our video tutorial series"](#), Publish What You Fund (2021).
- 47 OECD, [Creditor Reporting System \(CRS\) Data](#).
- 48 International Aid Transparency Initiative (IATI), [Guatemala](#).
- 49 Ibid., [Codelists](#).
- 50 Publish What You Fund, [Guatemala project list \(2021\)](#).
- 51 British Embassy Guatemala City, [United Kingdom assumes presidency of the G13 group of donors \(2018\)](#).
- 52 T. Dolker, ["Where is the money for feminist organising? New analysis finds that the answer is alarming"](#), AWID (December 15, 2020).
- 53 International Aid Transparency Initiative (IATI), [COVID-19 data published to IATI: what do we know and what's next? \(2020\)](#).
- 54 OECD-DAC Network on Gender Equality (GENDERNET), [Development finance for gender equality and women's empowerment: A 2021 snapshot \(2021\)](#).

# #GenderFinancing



Friends of

**PublishWhatYouFund**

**Publish** WhatYouFund

The Global Campaign for Aid and Development Transparency