Update on the context and situation of children

This was the second year of Guatemala’s current political administration, which took office on 14 January 2020.

The political scene was marked by the COVID-19 pandemic and the government’s response to it. The country faced challenges in ramping up vaccination, which accelerated only in the last months of the year. Congress revised legislation regarding school feeding, expanding coverage to include early learning and secondary education cohorts.

The Bank of Guatemala projected that 2021 would close with an economic growth of 7.5% because of improved relations with main trading partners, including the United States, remittances, and domestic economic conditions. For 2022, the GDP is forecast to grow between 3.5% and 5.5% due to higher consumption spending, a variable strongly influenced by the extraordinarily high flow of family remittances. The economic growth enabled tax revenue as a percentage of GDP to increase from 10.1% in 2020 to 11.7% in 2021. In spite of healthy economic growth in recent years, the country suffers high levels of poverty and inequality.

Congress approved the national budget for 2022 (the last approval was for 2019), which will increase some allocations for children’s priorities, especially in school feeding. It is estimated that in 2021, investment in children and adolescents was around 3.3% of GDP. This is expected to increase to between 3.5% and 3.8% of GDP by 2022. Significant resource gaps for primary health services, early and secondary education, social protection, WASH and violence prevention programmes remain, however. Guatemala ought to have a level of at least 7.5% of GDP as investment focused on children and adolescents to achieve meaningful results. Compared with the Latin American average, public social spending as a proportion of GDP in Guatemala remains low (8.5% versus 11.3%).

Socially, Guatemala’s children experienced a complex situation, with multiple, overlapping deprivations. Poverty and inequity continued as a stark backdrop, especially for Indigenous children.

Most schools remained closed, even if the year began with hybrid modalities for instruction. Most students could not return to face-to-face classes due to COVID-19 and the aftermath of the 2020 tropical storms. The Ministry of Education launched a hybrid of remote learning and in-person education. School feeding continued, with uncooked portions distributed through parent associations, reaching children in their homes. According to a World Bank study, Guatemala’s children could lose up to 1.5 years of Learning-Adjusted Years of Schooling.[1]

Academic achievement by learners continued to be a concern: an evaluation published in 2021 by the United Nations Educational, Scientific and Cultural Organization on primary school students (third and sixth grade) showed that academic achievement in all areas (maths, reading and science) in Guatemala were below the regional average and lower than in the 2013 assessment. The COVID-19 crisis is expected to have worsened this situation further.

Covid-19 vaccination for children remains low: according to the Ministry of Health, only 37% of the population over 12 years of age had, by December 2021, completed the schedule – and only 16% of children aged 12–17.

Routine childhood vaccination coverage dropped with between 3 and 25 percentage points for major antigens compared with 2020 levels.
Registered cases of acute malnutrition decreased slightly, although not far enough to counter much of the rise in cases the year before: according to the National Nutrition Secretariat, there were over 22,400 cases in children under five in 2021, down from almost 27,000 in 2020, which had been up considerably from the more than 15,500 cases picked up by screening in 2019).

Stunting remained high, with 47% of children in the country identified as stunted in 2015.

Child mortality continues to be a significant public health problem in Guatemala, with an infant mortality rate falling only slightly recently, from 20.7 per 1,000 live births in 2019 to 20.0 in 2020. Similarly, the under-five mortality rate has not moved much, at 23.6 per 1,000 live births in 2020, compared with 24.5 in 2019.

WASH services are still insufficient (19% do not have water services, 24% do not have basic sanitation). ([https://washdata.org/data/downloads#GTM](https://washdata.org/data/downloads#GTM))

Violence against children increased, and so did the levels of impunity. Despite efforts to expand the justice system and introduce more specialization in it, impunity was not reduced, partly due to case overload (some 40,000 annually), a resource-constrained investigatory system and the limited coverage of the criminal justice system. Services to directly assist child victims of violence and families remained weak and, in many areas, non-existent. Mental health remains under-prioritized by the health sector, and the lead institution for child protection services is present, with limited personnel, in only 16 of 22 departments. Private-sector capacity is also limited. These shortcomings result in the public and private sectors covering less than 30% of child victims of violence.

Social protection programmes were improved in terms of coverage (in the case of school feeding) and regarding beneficiary identification with the implementation of the the pilot exercise of the Social Household Registry in three municipalities, although the general situation remains fragmented. While school feeding covered 2.6 million children, an increase of 2.8% on 2020, there is concern for the Bono Social programme which, despite increasing the average number of deliveries (from five in 2020 to almost seven in 2021), has reached fewer households (down to just over 100,000 from over 126,000). UNICEF will continue to support the Government towards recovering and increasing this coverage.

Regarding policy development and legal reforms, 2021 saw the approval of a law on school feeding extending it to preschoolers. There were also advances to update the national policies on food security and nutrition, and early childhood development.

The overall vulnerability profile of Guatemala has worsened compared with previous years and with other countries. The country ranked 54th out of 163 in the children’s climate risk index.[2] The National Coordinator for Disaster Reduction (CONRED) carried out an update to INFORM (the municipal Index for Risk Management), which revealed a worsening of the country’s vulnerability. Against a score of 4.4 in 2017, it was 6.46 in 2021.


**Major contributions and drivers of results**

UNICEF supported the Government of Guatemala to deliver some important and strategic results for children in this challenging year. Several of the UNICEF-supported interventions over 2021 have the
potential to significantly help in transforming governance and planning, modernizing and expanding service delivery, and dramatically increase the reach of front-line worker capacity-building through digital technologies.

The Office supported interventions in social policy and social protection; child protection; education; and health, nutrition and water, sanitation and hygiene (WASH); all of which respond to the United Nations Sustainable Development Cooperation Framework.

Social Policy and Social Protection

Social household registry piloted and management information system fine-tuned: in collaboration with United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), World Bank and World Food Programme (WFP), UNICEF contributed towards strengthening the national social protection architecture, giving direct support to the Ministry of Social Development. This work focused on the piloting of a gender-sensitive social household registry and the fine-tuning of the management information system for the signature cash transfer programme Bono Social. A study regarding Bono Familia and Bono Social is being prepared in partnership with the World Bank to systematize the lessons learned during 2020-2021.

Great National Nutrition Crusade (GNNC) costed: in collaboration with UNDP and WFP, UNICEF supported a multisector effort working with government cadres to complete two thirds of a detailed costing of the services covered under this national strategy to revitalize essential nutrition services for children. Budgets aim to be well planned and ring-fenced when the national budget bill is developed in 2022. Aiming to overcome past problems in reducing stunting, the most critical problem for Guatemalan children, this project could lend continuity to policy across administrations for better coverage.

Early childhood development (ECD) policy updated: in collaboration with the Pan American Health Organization (PAHO), UNICEF supported the Ministry of Health-led thematic ECD group to complete the first phase of a thorough update to Guatemala’s national ECD policy. This work will continue in 2022 and is expected to benefit from the budgeting process under the National Nutrition Crusade.

Diagnostic model for municipal finances: within the framework of a multisector nutrition-ECD intervention, UNICEF established alliances with six municipalities in Alta Verapaz and five in Chiquimula. UNICEF agreed with UNDP to do diagnostic exercises on municipal finances in three municipalities in Quiché. This work will continue in 2022 to stimulate modelling, and better planning and budgeting for children at the municipal level.

National and Municipal Atlas of Childhood published: based on the 2018 population census, this atlas is an innovative tool to identify needs and target concrete interventions for children. It was published in December and will be used in 2022 to sensitize national and local authorities on the realities of children, and promote tailored, child-sensitive investments.

Child protection

Twenty new municipal child protection offices and 143 community committees established: building on a multi-year effort to develop a child protection infrastructure, UNICEF supported the creation of 20 new municipal child protection offices (reaching 155 of 340 municipalities), including two in vulnerable metropolitan areas: Villa Canales and San Miguel Petapa. Community committees for the prevention and response to violence against children also grew in numbers with support from UNICEF. Strengthening governance on this issue at the municipal level is a strategy that will be continued and refined during 2022.
Child protection case management system strengthened: UNICEF supported the continued roll-out of the online case management system Primero. Supporting Guatemala to modernize and standardize services in child protection was an essential part of UNICEF’s work in 2021 and will continue into the new country programme. From January to December, over 7,800 unaccompanied migrant children and adolescents were attended and registered on the Primero platform.

National security and justice operators trained: UNICEF supported the National Police in updating the response protocol for children and adolescents in the context of migration. The Country Office also supported the increased specialization of justice operators, prosecutors and police, using virtual methodologies and reaching more officials than predicted. More than 1,400 police investigators were trained, two modules were implemented for 560 judges, and 90 judges dealing with femicide were trained to appropriately deal with child victims and witnesses. Some 230 members of multidisciplinary court teams were trained; a module on sexual violence was developed to train 180 prosecutors and judicial and hospital staff focused on women, and a model was developed for case registry and follow-up, linking prosecutors and child protection services. The capacity-building of frontline workers who interface with children will continue as a core strategy in 2022 across all UNICEF-supported outcome areas.

Education

Review of sector plan for education: Guatemala became a member of the Global Partnership for Education in December 2020, and, as grant agent, UNICEF supported the Ministry of Education during 2021 to lay the foundation for this four-year undertaking with a review of the sector plan to strengthen education in Guatemala.

Preparation for academic levelling: after identifying learning gaps following school closures and the interruption to face-to-face learning in 2021, UNICEF will support the Ministry of Education to shape and launch academic levelling brigades in 2022. Teacher training will focus on developing digital skills as the country prepares to return to schools. UNICEF supported the repair of over 100 schools, including WASH facilities, and provided learning material in Spanish and prioritized Mayan languages, biosafety protocols and a teachers’ digital course for mental health and psychosocial support services.

ECD programme coverage increased: within the framework of Guatemala’s first official ECD programme, launched with UNICEF support in 2019, the organization contributed to the establishment of 305 new ECD centres (covering over 10,000 children) bringing the total up to 905. The gradual expansion of this programme will continue in 2022, with increased private-sector and municipal participation.

Increased offering of secondary education alternative modalities: UNICEF helped to establish and open 85 non-formal education centres in regions marked by dropout, low access to education, high migration rates, poverty, vulnerability to climate change, and social conflict. The country office supported training of more than 100 tutors in non-formal education. This work will be expanded in 2022.

Improvement in protective learning environments: management committees in 22,000 schools, in partnership with teachers, organized a school protection committee in every public school. UNICEF placed importance on safe learning spaces and the creation of specific commissions nationwide in the education sector and broader regulations for child protection in learning environments. Communication for development (C4D) linked school management committees and the community in support of children and adolescents and support to teachers helped to achieve educational continuity and an initial recovery of lost learning.
Health, nutrition and WASH

Baseline survey and CSBC strategy established for the Great National Nutrition Crusade:
UNICEF continued providing support for the national nutrition strategy launched in 2020, enabling the Government to have baselines values for the interventions. It also provided support for the design and implementation of a comprehensive and widely consulted, national social and behaviour change communication strategy to promote dialogue and positive behaviour change at all levels of government and community. The strategy offers a common framework to all public and private institutions nationally and locally to address the behavioral aspects of child malnutrition. UNICEF supported the Government to implement it by training 554 governmental staff from 115 municipalities prioritized in GNNC through a university diploma programme, which will help the development of 115 municipal communication plans to be implemented in 2022.

Support to Ministry of Health (MoH) for breastfeeding enhanced: UNICEF provided continued support to the Ministry of Health towards a national breastfeeding. For the first time, Guatemala now has a team of inter-institutional external evaluators (38) for the Breastfeeding-friendly Services Initiative. As breastfeeding rates are lagging, this is a significant outcome that will boost the country’s ability to monitor and quality-assure breastfeeding in hospital settings and other large workplaces.

Community-led total sanitation expanded: with UNICEF support in 2021, a total of 107 communities were declared free from open defecation, taking the cumulative total since August 2016 up to 568 communities. The process has benefited more than 205,900 people. The Ministry of Health formally adopted UNICEF’s community video methodology on water and environmental sanitation.

Response to humanitarian situations

UNICEF onboarded a national officer dedicated to emergency preparedness and response, in recognition of the multiple, overlapping emergencies in Guatemala.

Post-hurricane support
UNICEF continued to support communities affected by the 2020 tropical storms Eta and Iota, which had devastating impacts lasting well into 2021. UNICEF provided continued support in 18 municipalities in the Departments of Alta Verapaz, Izabal, Huehuetenango and Petén.

In nutrition, UNICEF helped the Government in forming twenty-two Nutrition Brigades to prevent death from moderate and severe acute malnutrition, and more than 50,000 children were screened and over 900 aged under five received adequate treatment; Brigades also provided micronutrient and vitamin A supplementation. Community leaders were trained in child nutrition, and health workers were trained to provide quality nutrition services. These brigades provided further services, including deworming, and counselling on adequate infant and young child feeding and the danger signs of acute malnutrition. In 2022, the brigades will be expanded in scope and institutionalized through MOH.

In WASH, over 40,000 people benefited from 23 water systems being rehabilitated and the support given to clean 58 wells and deliver ecological water filters. The end of open defecation was certified for 41 communities, and hygiene and cleaning kits were delivered.

In education, UNICEF supported the repair of public schools (roofs, handwashing stations and restrooms) and delivery of modules or temporary classrooms.

In child protection, psychosocial support services and gender-based violence (GBV) prevention, mitigation and attention were provided, along with support for the referral of GBV cases. UNICEF also helped to disseminate messages on community radio about GBV prevention and the protection of children and adolescents in emergency situations.
Finally, in social protection, through technical assistance to the Ministry of Agriculture, UNICEF helped to quickly identify storm-affected agricultural producers, in conjunction with the Ministry of Social Development, for cash transfer relief.

**Support to national COVID-19 response**
UNICEF supported the MoH with the country’s COVID-19 response, with a special emphasis on the roll-out of vaccination by procuring cold-chain equipment and strengthening the capacity to use it, by donating personal protective equipment, and through technical support for the social communication and mobilization strategy on vaccination, such as guidance and capacity-building, educational materials, key messages sent via mobile technologies, and identification of myths.

**Support to child migrants**
UNICEF has worked intensely in recent years to develop two draft laws to create an improved institutional set up for child protection. A new Migration Code came into force in 2019 and a draft law to create a national child protection system was awaiting final Congress deliberation and approval as 2021 ended. Various institutional regulations in the security and justice sectors were approved with an aim to introduce international child protection standards into Guatemala’s direct child protection systems.

In the justice services, UNICEF facilitated the development of a policy to protect children within the judiciary, which has included the following actions. Multi-Personal Family Courts have been set up to minimize resolution deadlines. A guide to good practices has been developed to improve statements from children and adolescents, victims and witnesses of sexual abuse and other crimes, and interview guidelines set out. Training modules have been created to assist the specialization of judges of peace in matters of children and adolescents, and juvenile criminal justice.

UNICEF also supported the institutionalization and opening of the Children's Assistance Unit within the Guatemalan Institute on Migration and helped to create three mobile units assisting migrating children. The organization provided direct case management follow-up in the departments of San Marcos, Huehuetenango and Quiché. Finally, UNICEF provided humanitarian assistance in the context of the massive migratory flows in January in the municipality of Ceibo in the northern department of Petén. With partners, it delivered over 3,500 hygiene kits for migrant children. Supporting the Guatemalan Migration Institute, UNICEF helped to implement the Migration Resource Centres (MRCs) as a comprehensive response for people on the move, including children and adolescents, in collaboration with the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM). These spaces provide information on services promoting alternatives to migration, and offer access to national and international protection mechanisms. They also allow referral to other government institutions and civil society organizations.

A fixed MRC in Quetzaltenango is being opened and UNICEF and partners have enabled mobile MRCs in Quiché and Huehuetenango. These mobile MRCs are care clinics that allow family and community monitoring of unaccompanied children and reunified children.

**Preparing for the new country programme cycle 2022–2025**
The new Country Programme Document (CPD) and Country Programme Management Plan (CPMP) for 2022–2025 period have been approved. The CPD is fully aligned with the plans of the Government of Guatemala and with the United Nations Sustainable Development Cooperation Framework (UNSDCF) and was endorsed by the Government and the United Nations Resident Coordinator. In addition to the involvement of Guatemala’s Permanent Representative to the United Nations in this process; the Government of Guatemala participated through the National Nutrition Secretariat in a thematic session of UNICEF’s Executive Board September meeting focused on child nutrition.

The CPD includes important strategic shifts with the incorporation of a new outcome focused on WASH and Climate Resilience, a substantial increase in the budget and a stronger focus on system
strengthening, scale, sustainability, resilience, innovation, private-sector alliances and transformative strategies. For the new cycle, UNICEF plans to diversify implementation modalities by increasing its share of direct implementation and bringing in new partners.

Internally, in partnership with the local staff association, UNICEF launched a strategy to improve the working environment and strengthen the supervisory skills of managers. This will contribute to UNICEF’s cultural transformation in line with its core values: care, respect, integrity, trust and accountability. With help from an external coach, the organization assessed the individual talents of each team member and followed this up with individual coaching to harness these and to optimize their performance and complementarity. Managers in the country office also received training to improve team well-being, motivation and performance. These efforts were reflected in substantially improved Pulse survey results on office culture.

The country office defined a gradual, flexible strategy to allow staff to phase into the “new normal” COVID-19 environment, adapting to constraints while allowing teams to continue periodic in-person interaction for team cohesion and effectiveness. To increase efficiency, accountability and predictability, UNICEF engaged in an in-depth revision of internal processes such as key standard operating procedures.

The enabling factors that allowed UNICEF to continue delivering results included good relations with the government, and with donors and the United Nations system at large; growth in UNICEF’s financial resources; and a relative return to normality following the pandemic and tropical storm conditions of 2020.

The challenges included the ongoing impacts of COVID-19, which continued to strain public service provision and affect UNICEF staff.

Despite the pandemic context, UNICEF remained very active in national media, with an increase of over 40% (over 2020) in mentions of the Organization’s work.

**UN Collaboration and Other Partnerships**

UNICEF collaborated extensively with the United Nations and other partners over the year, as follows:

Led the UNSDCF Result Group on Social Development.

Maintained close collaboration on migrant response with IOM and UNHCR and, with support from the Under Secretary-General on Migration, focused on scale-up of services for children.

Forged a new partnership with Asociación Pop No’j, a grassroots civil society organization to provide support to returnee children.

Continued collaboration with WFP and PAHO on ECD and Nutrition.

Continued a joint initiative with PAHO and UNFPA on maternal, neonatal and adolescent health.

Implemented a joint project with UNDP, UNFPA, Office of the High Commissioner for Human Rights and WFP on a national household registry for social protection programmes.

Led a joint project with UNDOP and WFP on the Financial Architecture of GNCN.
Entered two new joint projects, with Swedish funding, with the Food and Agriculture Organization of the United Nations, UNDP and PAHO: one for the Dry Corridor and one for Quiche. The funding is expected to come on stream early in 2022.

Took on role as administrative agent for the Ministry of Education for the Global Partnership for Education.

Led the UN Operations Management Team, including the HACT inter-agency group and the PSEA inter-agency group.

Acted as lead agency for Common Premises, currently accommodating UNICEF, UNODC, UNWOMEN, UNCHR and WFP.

Implemented the second year of the Business Operations Strategy 2.0 (BOS) for harmonizing business practices across UN entities to enhance efficiency and effectiveness of business operations.

Coordinated the vaccination against COVID19 of all UN Staff and dependents, in UNICEF facilities.

Finally, UNICEF led the Return to Office plan for 2022, assessing the country context and risks, in collaboration with UNDSS and UN medical doctors.

In 2022, UNICEF will aim to generate sequels to all grants in hand and to seek new funding and partnership opportunities with sister agencies that have the potential to transform and scale-up effective services for children.

Lessons Learned and Innovations

Lessons learned

The power of technology to increase reach and accelerate capacity-building was evidenced more than ever, and UNICEF will continue to expand and promote the institutionalization of various online courses, eventually offered as massive open online courses (MOOCs) in the new country programme cycle.

Focused investment in child-sensitive services in the social and justice sectors. In Guatemala’s resource constrained context, it is critical to concentrate investment in interventions during early childhood and adolescence, and a particular focus should be on disadvantaged populations, especially indigenous ones. Investment in children, guided and informed by tailored public financial management (PFM) work, will be an overriding priority for the new CPD. Joint programming with other United Nations agencies aiming to cost essential services – with a view to engaging directly with the national budgeting process, such as the costing of the Great National Nutrition Crusade – will be sought to a much greater degree over the new cycle.

Preparedness for disasters and shocks. Guatemala is highly vulnerable to geological and meteorological events. Due to its under-resourced health system and insufficient water and sanitation coverage, the country is also vulnerable to epidemics. Likewise, Guatemala has high human mobility and is thereby vulnerable to social and political unrest along the migration routes. Investment in buildings systems’ resilience is critical for national disaster preparedness. It is also critical to address the root causes of migration and to continue collaborating with other actors, particularly IOM and UNHCR. Finally, given its poverty profile, Guatemala is also extremely vulnerable to shocks like the COVID-19 pandemic, requiring robust, shock-responsive social protection systems must be in place.
**Social norms** – especially those relating to violence and sexual violence, early union/adolescent pregnancy, and children in contact with the law – have been a persistent challenge in terms of gaining recognition for the shortfall in rights protection and establishing much-needed services for children. This is critical across families, communities and schools, health centres and courts to drive better outcomes for children and families in complex situations. UNICEF will continue and expand its support to Guatemala through C4D interventions.

Lessons learned from the "Multi-country evaluation of UNICEF interventions on migration in Guatemala country Report “contributed to more comprehensive interventions.

The **constraints** faced in 2021 included a rapid growth in funding without a correspondingly rapid growth in staffing; a reliance on implementation through civil society partners for most programme areas; and the COVID-19 pandemic. With the approval of a new CPMP, UNICEF will recruit eight more national staff in 2022; diversify implementation modalities; and continue to support the Government’s response to the pandemic and support recovery and strengthening of population services with a focus on children.

**Innovations** were integrated into the country programme and UNICEF onboarded a national staff dedicated full time to innovations. The organization had begun this workstream with a consultancy in 2019.

**Innovations supported:**

UNICEF and the National Secretariat for Science and Technology of Guatemala launched a **National Innovation Award for Childhood and Adolescence**, including the categories of education, and childhood and adolescence, to support innovative efforts to find more efficient solutions to the problems facing Guatemalan children and adolescents, based on science and technology. This national effort engaged key stakeholders from different sectors. Innovations seek to make more efficient use of and increased access to health and nutrition promotion, prevention and care services for children under five, taking advantage of the use of technologies and the entire ecosystem of the country.

UNICEF partnered with the National Secretariat on Sexual Violence and Trafficking in Persons (SVET) to launch three **online protection tools for children and adolescents**, including a mobile app called “I connect without problems” and a counselling tool for adolescents in the form of a national virtual helpline called “Your Friend@ SVET”. This strategy seeks to make the internet a safe place for children to learn, socialize and express themselves.

UNICEF supported the Secretariat for Social Welfare (SBS) to implement a **Child Protection Information Management System** (CPIMS+ Primero). With the implementation of innovative technology, the Government of Guatemala is taking a proactive approach to the case management of vulnerable children, including unaccompanied and separated children.

UNICEF began the implementation of a **messaging service for pregnant women and mothers** through mobile technology to promote behaviors for the prevention of child malnutrition. This covers five key areas of development – health, nutrition, nurturing care, safety and protection, and early learning. This activity supports the social and behaviour change strategy for the Great National Nutrition Crusade.

UNICEF launched the **Atlas on Childhood**, which includes a detailed analysis of the situation of children at national, departmental and municipal levels in many development dimensions. A key innovation of the atlas was the development of a Child Welfare Index that allows the identification of those territories where children are furthest behind.
UNICEF also promoted a substantial number of virtual capacity-building courses for police officers and judges. Overall, the organization promoted the full and equitable entry of Guatemalan children into the digital age, and the innovation workstream will be further consolidated and strengthened in 2022, in cooperation with key national players in the innovation ecosystem and sister agencies. UNICEF will also cultivate private-sector entities to support innovation for and with children across all five outcome areas of the new country programme.

UNICEF focused on interventions to protect the rights of children left furthest behind. In the case of Guatemala, these are the early childhood cohort (especially rural and indigenous children) and adolescents (especially adolescents those out of school, in conflict with the law and pregnant girls), for whom services have been scant. Child and adolescent victims of violence have also been a priority, for whom there has been a significant gap in preventive and restorative services. UNICEF will continue to focus on these groups of children and adolescents in 2022 and will look for further opportunities to support the Government of Guatemala to create a solid institutional architecture with the capacity to protect the rights of all children and adolescents in the country.