



Joint Programme 2021 Annual Progress Report

SDG Financing Portfolio - Component 1

Cover page

UNCT/MCO: Guatemala

Reporting Period: 1 January - 31 December 2021

JP title: Strengthening Guatemala's Financial Architecture to Finance the Great National Crusade for Nutrition

PUNOs: UNICEF, UNDP, WFP

Government partner: Secretariat of Food and Nutrition Security of the Presidency of the Republic

Target SDGs: SDGs 2, 5, 10, 16, 17

Gender Marker: 2.25

Approved budget: USD 991,209

Co-funding: USD 105,000

Total Disbursement by 2021: USD 991,209

Total estimated expenditures: USD 392,477.8 (est. Delivery rate: 39.6%)

Total estimated commitments (including expenditures): USD 537,263.2 (est. Committed rate: 54.2%)

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Executive Summary

- 1) The preliminary document entitled "Great National Crusade for Nutrition (known by its Spanish acronym as GCNN) - Review of the diagnostic stage in accordance with the Results-Based Management Methodology" was designed. This document clearly defines the causes and interventions that are effective in overcoming malnutrition in the country. The conceptual and explanatory prescriptive models and causal paths were defined. It is intended to assist the Government in strengthening the public sector's planning and budgeting process. It was developed jointly with line ministries and validated by them.
- 2) The preliminary costing results were presented in December 2021 at a meeting with Ministry of Health, Education, Agriculture, Social Development, SESAN, SEGEPLAN, and MINFIN authorities. The main interventions that correspond to each line of action defined in the GCNN strategy document are considered for costing purposes. The preliminary result shows that a fiscal investment of Q24,147.2 million is needed to achieve coverage in the 114 prioritized municipalities. This is equivalent to 3.7% of the country's GDP. This costing exercise makes it possible to identify the unit cost of interventions, the number of beneficiaries, gap analysis and territorial analysis.

- 3) The SDG Acceleration and Bottleneck Assessment (ABA) methodology was implemented to identify the institutional bottlenecks of the Great National Crusade for Nutrition (GCNN), which is the strategy adopted by the Government of Guatemala to combat chronic malnutrition. Use of the ABA methodology made it possible to identify five GCNN accelerators that address the priorities of the strategy, its development opportunities (drivers), its links to the SDG goals and indicators; institutions that can trigger multiplier effects in health and nutrition; and identify bottlenecks and most relevant ways to overcome these obstacles.

Annual Progress

Overall JP self-assessment of 2021 progress:

Satisfactory (majority of expected results achieved; 1 to 3 months delay in implementation)

Comments on self-assessment: The diagnostic stage was completed in accordance with the Management and Budgeting Model for Results (MBMR) methodology that contemplates the adoption of a conceptual model and determination of the explanatory and prescriptive model. This diagnosis was prepared in close coordination with multidisciplinary government teams. A first draft of the document will be distributed to the participating entities for review.

Using the MBMR methodology during the implementation stage, significant progress was made in defining the operating model, reviewing cost centers, cataloguing supplies and linking projects, using information from SIAF system sources (SICOIN, SIGES), the Public Investment System, manuals and institutional documentation. The beneficiary population segment has been identified by age, sex and geographic location at the municipal level. 62% progress was made in defining institutional gaps.

By the end of 2021, the technical teams of government entities (SESAN, MIDES, MAGA, MSPAS and MINIEDUC) and the PUNOs (UNICEF and UNDP) validated the Solutions Implementation Plan and Monitoring Framework.

The strategy for municipal costing and the methodology for recommending financing sources and partnerships will be implemented in 2022.

Overall progress and key developments to date (3 key JP milestones)

The JP has been able to complete six of the ten stages required by the Conceptual Guide for Planning and Budgeting by Results for the Guatemalan Public Sector, which led to the development of the GCNN diagnostic stage. This process was carried out and validated in conjunction with public institutions through the planning and budget working groups created for this purpose. Its evidence-based implementation will make it possible to prioritize interventions that show the greatest effectiveness in responding to malnutrition, accelerating the expected outcomes on SDG 2 related to zero hunger, and the UNSDCF social development programmatic area related to the outcome of food and nutrition security.

70% of progress was made in the costing exercise, including information that makes it possible to determine the cost of human resources, supplies, logistics expenses, equipment, and infrastructure projects. Work was done to define the operating models, beneficiary population, coverage, supplies, and financial gaps.

The costing exercise considered the five lines of action contemplated by the GCNN strategy. 10 interventions were considered within the Ministry of Public Health and Social Assistance in health and nutrition that address the 1,000-day window. The costs of family and community gardens, school and educational gardens, restoration of productive systems and technical assistance interventions were considered regarding food availability. In social protection, the interventions include conditional cash transfers, school feeding, and the Ayúdame a Crecer program. The cost of safely managed water supply systems, latrines, sanitary drainage, and wastewater treatment plants was determined in the WASH line. One innovation has been the intersectoral costing of the Communication Strategy for Social and Behavioral Change, which includes the participation of four ministries (Health, Agriculture, Education, Food and Nutritional Security Secretariat).

The preliminary results as a whole show that the fiscal space necessary to provide greater coverage in the 114 prioritized municipalities amounts to Q24,147.2 million, equivalent to 3.7% of the country's GDP. However, considering the goals established in the GCNN, a feasible scenario for the country has been quantified at around Q3,939.9 million for 2022 and Q5,109.2 million for 2023, equivalent to 0.6% and 0.7% of GDP, respectively.

The costing exercise has been intense in collaboration with technical teams of line ministries, which have also been learning about models that provide the basis and support for costing. Additionally, a meeting was held to present the results to the authorities of the line ministries, SEGEPLAN, MINFIN and SESAN, which stated their satisfaction with the exercise and commented on the interest and usefulness of the work done.

Obtaining these preliminary data offers the following advantages within the budget cycle process (2022 and 2023): (a) Clear definition of the inputs involved in delivering public goods and services. (b) Determining institutional installed capacity. (c) Quantifying the output's physical target at the institutional level or in coordination with other institutions. (d) Strengthening the process of incorporating interventions into the public budget. (e) Strengthening the links between plan and budget. (f) Promoting budget execution.

Finally, 90% progress was achieved in the implementation of the SDG Accelerator and Bottleneck Assessment (ABA) methodology, which identified the main obstacles faced by public institutions in the development of their activities, including procurement processes that are too difficult, limited intra- and inter-institutional coordination, reluctance, and technical digitalization ignorance in public administrations, limited qualified human resources, among others. The presentation of the Solutions Implementation Plan and Monitoring Framework is scheduled for the first quarter of 2022.

Changes made to JP: Through an official communication dated December 6, 2021 (SESAN-1641-2021), The Secretary of Food and Nutrition Security of the Presidency of the Republic (SESAN), María Eugenia de León, expressed interest in extending the implementation period of the JP for six additional months. This non-cost extension is justified by: (i) the JP implementation was initially affected by the restrictions imposed by Covid-19; and (ii) the 2023 national budget formulation will require significant technical and political support from the JP team. The JP's outputs and outcomes will not be affected by this extension. The work plan will undergo some changes in the timeframe to ensure technical and political support during the formulation of the 2023 national budget and to achieve the expected results of the joint program.

The NCE request was submitted to the SDG Fund Secretariat on December 2021. The JP team is awaiting a response.

Main Challenges: The Covid-19 pandemic has been a constant risk for the progress of the JP and has slowed down the expected results. Options such as virtual work were prioritized according to the institutional capacity of the public sector and in the case of face-to-face work the rules of social distancing were complied with.

The administrative procedures requested by government counterparts for implementing the JP have led to a slow start; for example, HR recruitment required several months for completion. Mitigation measures, such as compressing some deliverables, accelerating others and/or prioritizing certain products according to the public sector planning and budgeting processes have therefore been taken.

A significant challenge is the comprehensive and formal exercise to coordinate and agree on the intersectoral analysis of models and cost estimates. Contact has been made with at least 30 different directors in at least 12 different public institutions to which close and ongoing technical assistance has been provided. Obtaining and compiling information has required additional efforts, since it is dispersed and analysis was required to validate its quality, which has involved many work meetings to make progress as a team with public servants despite the Covid-19 pandemic.

Updates on SDG financing framework

Inception phase	Assessment Diagnostics	Financing Strategy	Monitoring Review	Governance Coordination
N/A	Emerging (1-49%)	N/A	N/A	N/A

Descriptions on progress by INFF building blocks

Inception Phase: NA

Assessment & Diagnostics: As part of the evaluation of financing needs of the Great National Crusade for Nutrition (GCNN), Guatemala has made progress in conducting its costing exercise based on the Results-Based Management Methodology which complements the application of the Integrated National Financing Framework (INFF).

Building causal and prescriptive models for nutrition allows institutions to obtain an instrument to guide public spending and the elaboration of policies targeted to improve the well-being of households with children at risk of stunting and acute malnutrition. The costing exercise allows the identification of financial needs under two approaches: (i) the improvement of public goods supply and (ii) identification of the geographical gap of interventions in 114 municipalities prioritized by the GCNN. These processes were developed jointly with the line ministries, strengthening capacities of public servants to ensure ownership and sustainability in the medium term.

Financing Strategy: NA

Monitoring & Review: NA

Governance & Coordination: NA

Priority Cross-cutting Issues

How did the JP adapt to the COVID-19 context

Covid-19 has been a constant risk for the progress of the JP and has slowed down the expected results. Options such as virtual work have been prioritized based on the institutional capacity of the public sector and in the case of face-to-face work, complying as far as possible with distancing rules and biosecurity measures such as use of masks and alcohol.

When it comes to infections among the multisectoral government teams, the workforce substitution plan available to public entities was used, although it was not as effective as expected in all cases.

How did the JP apply the Gender Marker

Costing interventions made it possible to define the target population segment, which made it possible to develop estimates of demand disaggregated by sex. Interventions that respond to the GCNN strategy and that are aimed mainly at women include prenatal checkups, timely risk detection and management, quality childbirth care, counseling aligned with the Communication strategy for Social and Behavior Change, Family Gardens and Social Bonus. Using the Results-Based Management methodology, each intervention in the explanatory model identified the population group affected by the central problem, which facilitates relevant information for decision-making and quantifying the degree of implementation of the interventions, as well as the relevant cost.

The solutions implementation plan and monitoring framework aimed to include a more comprehensive gender approach and encompass women not only as direct beneficiaries of the GCNN, but also as direct actors in its implementation; for example, by promoting gender parity in institutional technical working groups. This will contribute to the achievement of target 5.1: Ending all forms of discrimination against all women and girls everywhere, as well as target 5.5: Ensuring the full and effective participation of women and equal leadership opportunities at all decision-making levels in political, economic and public life (U.N., 2020; 7).

Estimated % of overall disbursed funds spend on gender: 10%

Alignment with cross-cutting UN issues (e.g. human rights, decent work, inclusion, LNOB)

With the results obtained from the JP, it promotes solid public institutions, providing sources of technical information for better governance in interventions, intersectoral dialogue, strengthening the planning and programming of public programs, strengthening the Food and Nutritional Security policy, to ensure efficient and transparent fiscal management and improve evidence-based decision-making. These milestones address SDG 10 and 16 to reduce inequalities and promote peace, justice and strong institutions, respectively, and the UNSDCF social institutions working area related with the effect of efficient and transparent resource management.

The results of the JP are aligned with improving the provision of services related to food and nutritional security, defining the cost of interventions, targeting and coverage gaps, physical and financial resources needed for implementation. Its implementation accelerates the expected results on SDG 2 related to zero hunger and UNCDF's social development area of work related to the impact of food and nutritional security.

How did the JP work to build ownership and buy-in of key stakeholders

The JP considered the participation of the Presidential Planning and Programming Secretariat (SEGEPLAN) and the Public Finance Ministry, as national planning and budgeting governing bodies, which have shown interest in the exercise that was carried out, since it complies with the requirements established by the Management for Results Conceptual Guide. By law it must be applied by public institutions when defining their different interventions. The intention is for the country to adopt the malnutrition models and serve as a reference for developing multisectoral strategies and plans and contributing to policy definition. Adoption by SEGEPLAN is key. In addition, it is expected that MINFIN could adopt the costing classifier developed by the JP. Now, the JP is working to have a revision of this proposal with technical teams from MINFIN (with the support from SESAN to advance in the process).

Annual Reporting on Results

Results achieved in promoting the priority thematic SDG agendas

Goal 2: Zero Hunger, ending hunger, achieving food security and improved nutrition, and promoting sustainable agriculture.

The JP, with support from the Government, has managed to have the preliminary estimate of the Great National Crusade for Nutrition (GCNN) based on the developed costing tool which is aligned with the Management and Budgeting Model for Results (MBMR) and addresses public sector observations on interventions that respond to the strategy. The government can rely on these results in the definition of public policies to counteract the effects of malnutrition in the country, from a strategic point of view on coordination of actions at the inter-institutional level and for the executing entities of the programs to strengthen planning, budget programming and operational execution. In other words, it strengthens the chain of results that connects inputs, the production process and the delivery of public goods or services, to achieve the expected impact on the population.

Goal 16: Peace, justice and strong institutions. Promoting just, peaceful and inclusive societies.

Aligning the costing tool with MbR allows public institutions to direct human, financial and technological resources towards achieving development results, improving decision-making, transparency and accountability. The aim is for MbR is to enhance the value that public institutions bring to citizens through the continuous improvement of the products transferred to citizens.

Goal 17: Partnerships to achieve the objectives. Revitalizing the global partnership for sustainable development.

The costing tool was developed with participants from different specialized areas of public entities by compiling and providing information that was dispersed and promoting the availability of timely data. The tool has made it

possible to jointly define the target population for each of the interventions, determining the eligible population and estimating gaps in the coverage of public interventions. This information is disaggregated at the municipal, age range and sex level.

JP contributions to the Joint SDG Fund’s global results (especially around Outcome 2 & Output 4)

A methodology was designed to develop recommendations on financing sources and partnerships to be implemented during 2022 for the overall purpose to provide technical advice to the Guatemalan public administration in developing a financial strategy to ensure that resources will be available to narrow the identified gap of the GCNN interventions that were part of the costing exercise, to promote fiscal sustainability in the medium term. The following specific objectives will be defined: a. Identify the sources of financing available to the government. b. Facilitate discussions between government authorities and financial entities (multilateral, bilateral and private banks) to promote alignment of financing with GCNN priorities. c. Conduct a diagnosis of the ecosystem of partnerships (e.g., institutional, actors, dialogue, financing, collaboration, effectiveness). These inputs will serve to identify the challenges and opportunities for the GCNN in terms of partnerships. d. Support mapping to identify the various modalities of private partnerships that have the greatest impact and types of linkages within the framework of the GCNN strategy. e. Facilitate discussions between government authorities and private sector and civil society agents to promote public-private partnerships to support medium term CGNN sustainability.

Progress against JP-specific outcomes

A costing tool formulated in accordance with the provisions of the Conceptual Guide for Planning and Budgeting for Results for the public sector in Guatemala, specifically in the design and implementation stage, was made available to public institutions. Based on that tool, preliminary estimates of the GCNN interventions have been prepared to be used in the formulation of the public budget for 2023.

The costing methodology and the cost classifier was utilized by MSPAS, MAGA, MIDES, MINEDUC and SESAN. Public servants were trained, and information was collected for each intervention. More than thirty departments of these ministries participated. The preliminary figures have a level of detail that makes it possible to determine the cost of human resources, supplies, coordination expenses, equipment, and infrastructure projects. The methodology and the classifier were presented to the Ministry of Public Finance and were well received. Operational models were built, which is a requirement of MBMR, for each of the interventions costed, allowing the identification of costs related to the delivery modality of the interventions.

The SDG Acceleration and Bottleneck Assessment (ABA) methodology was implemented to identify the institutional bottlenecks of the GCNN Implementation of the ABA methodology made it possible to identify five GCNN accelerators that address the strategy’s priorities, its development opportunities (drivers), its links to the SDG goals and indicators, determine institutional interventions that can unleash health and nutrition multiplier effects, identify bottlenecks and the most relevant solutions to overcome these obstacles.

Progress against JP-specific outputs

Output 1.1 Based on the costing tool developed, the costing exercise achieved 70% of progress in the main interventions that address the five lines of action contemplated by the GCNN strategy. Ten health and nutrition interventions were established that respond to the 1,000 days window of the Ministry of Public Health and Social Assistance. In Food Availability, Family and Community Gardens, School and Educational Gardens, Restoration of productive systems and Technical Assistance interventions were costed. In social protection, the interventions regarding conditional cash transfers, school feeding, and the ECD program “Acompañame a Crecer” were included. In the WASH line, the cost of safely managed water supply systems, latrines, sanitary drainage and wastewater treatment plants was determined. One innovation has been the intersectoral costing of the Communication Strategy for Social and Behavioral Change with the participation of four ministries (Health, Agriculture, Education, Food and Nutritional Security Secretariat).

Output 1.2 The 5 lines of action have been covered and gaps in human resources, infrastructure and supplies have been identified in each of the costed interventions. An overall preliminary result is that the fiscal space needed to provide greater coverage in the 114 prioritized municipalities amounts to Q24,147.2 million, equal to 3.7% of the country's GDP. A municipal costing strategy was developed, following the methodology implemented at the central level.

Output 1.3 A plan was designed to develop recommendations on financing and partnerships for the use of public and private sources for GCNN implementation.

JP contributions to strengthening UN coherence, partnerships and reducing duplications of efforts

The joint work of UNICEF and UNDP, with the advice of WFP, has represented an added value to support the acceleration of the fulfillment of SDG 2, which has allowed working in partnership with more than five government institutions (MSPAS, MIDES, MINEDUC, MAGA, SESAN, MINFIN and SEGEPLAN) in support of the GCNN. The methodologies for costing at national and local level, the estimation of gaps and institutional bottlenecks were developed under the leadership of UNICEF and UNDP, led by the UN Resident Coordinator Office. The JP execution is providing an opportunity to accelerate more inclusive, accountable, and sustainable solutions in response to the problem of malnutrition in Guatemala. The technical assistance to government has been positioned the UN as a trusted partner.

The joint work has strengthened the agencies through knowledge sharing by using methodologies such as Management for Results, ABA Methodology for Acceleration of SDGs and Evaluation of Bottlenecks and public sector cost classifier.

The municipal costing plan selected three pilot municipalities using the multidimensional territorial poverty analysis (APMT) carried out by the UNDP. These are San Gaspar Chajul, San Juan Cotzal and Santa María Nebaj in the Ixil region, which are common interest destinations for strengthening the actions implemented by UNICEF in the territory.

Strategic Partnerships, Documents and Communications

How did the JP facilitate collaboration with diverse stakeholders in the SDG financing space

Implementation has facilitated work among different public institutions with a product that has enjoyed consensus and strengthened coordination and relationships among officials, for example, through planning and budget working groups that have promoted work among ministries and provided support to budget and planning governing bodies. The contributions of each participating government institution have been developed starting with a diagnosis of the models, validation of information collection instruments such as the costing sheet, its piloting, participation of intersectoral planning and budget working groups, completion of the SDG acceleration methodology and Bottleneck Assessment (ABA). This work is highly valued by institutions such as SEGEPLAN that understand the difficulty of achieving comprehensive teamwork in a relatively short time. Likewise, the results achieved will make it possible to add other key Food and Nutritional Security System actors during 2022, such as the National Food and Nutritional Security Council (CONASAN), the Consultation and Social Participation Instance (INCOPAS) and the Group of Support Institutions (GIA), that includes civil society, academia, donor and private sector actors.

A mapping of private sector companies with experience and track record in program lines on combating malnutrition within the framework of the GCNN will be developed in 2022 to identify the different types of partnerships, actors with greater impact and linkages. Workshops will be held with government authorities and financing institutions (multilateral, bilateral, private banks), to inform about GCNN financing needs and promote a dialogue for mobilizing resources for the GCNN. In addition, a workshop will be held with private sector institutions identified as potential partners in the mapping of partnerships, to share with them the GCNN financing needs and promote a discussion to mobilize resources.

Did the JP secured additional financing (co-funding/co-financing) from the following stakeholders:

Government	Donors & IFIs	Private Sector	PUNOs	Other Partners
No	No	No	No	No

Comments on additional financing secured: Implementation has facilitated work among different public institutions with a product that has enjoyed consensus and strengthened coordination and relationships among officials, for example, through planning and budget working groups that have promoted work among ministries and provided support to budget and planning governing bodies. The contributions of each participating government institution have been developed starting with a diagnosis of the models, validation of information collection instruments such as the costing sheet, its piloting, participation of intersectoral planning and budget working groups, completion of the SDG acceleration methodology and Bottleneck Assessment (ABA). This work is highly valued by institutions such as SEGEPLAN that understand the difficulty of achieving comprehensive teamwork in a relatively short time. Likewise, the results achieved will make it possible to add other key Food and Nutritional Security System actors during 2022, such as the National Food and Nutritional Security Council (CONASAN), the Consultation and Social Participation Instance (INCOPAS) and the Group of Support Institutions (GIA), that includes civil society, academia, donor and private sector actors.

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JP organized events in 2021

JP Launch Event	Annual Donor Event	Partners Event
Organized in 2020	No	Yes in 2021

Number of strategic documents produced by the JP: 9

Number of strategic documents contributed by the JP: 1

Number of communication materials produced: 2

2022 Plans & Way Forward

JP priority activities & expected results for 2022

- During 2022, it is expected that institutions will use the costing exercise in the public budgeting process. Segeplan will incorporate guidelines regarding planning and programming, so that the institutions involved might plan their interventions using the models, costing and territorialization prioritized by the GCNN. It is expected to support the institutions within the open budget during July, August and October, which is a public space to present sectoral plans and the budget for 2023.

- Development of the logical framework, review of the monitoring and evaluation stage, review with a gender approach, costing of the following interventions: concomitant diseases and pathologies, promotion of early childhood development, seed production and storage water harvesting, productive organization, literacy, water surveillance and handwashing practices.
- Implementing the municipal costing strategy in San Gaspar Chajul, San Juan Cotzal and Santa María Nebaj in the Ixil region.
- Implementing the strategy of recommendations and partnerships, carrying out a documentary review that includes financing gaps and public-private partnership mapping. Four workshops will be held with interested parties.
- Provide technical assistance to SESAN for designing a dashboard together with the Ministry of Public Finance to show the physical and financial progress of the 2022 budget structures that address the GCNN strategy.

3 major transformative results that will be achieved by the end of the JP

- The costing tool aligned with MBMR will lead to improvements in the quality of public services and provide a compilation of nutrition-related information that will improve decision making at the political and technical level. The planning and budgeting process of the different funded interventions will be strengthened; this is expected to accelerate the goals proposed by the government and the commitments made to achieve the SDGs.
- Improve institutional management by identifying ways to overcome bottlenecks by concentrating on factors that limit efficiency in the implementation of public interventions. It can benefit all central administration entities. The implementation plan is based on defining several development accelerators and identifying drivers aligned with the SDG goals, which makes it possible to accelerate the goals proposed by the government and the commitments made to achieve the SDGs.
- Support the Guatemalan public administration in identifying funding sources and partnerships that support the development of a financial strategy that can provide resources to ensure sustainability of the interventions identified in the GCNN multisectoral costing exercise.

Estimated rate of completion for each result as of 31 Dec 2021

Result.1	Result.2	Result.3
Advancing (50-99%)	N/A	N/A