COUNTRY GENDER SPOTLIGHT

Guatemala
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Gender equality is essential to achieve the Food and Agriculture Organization of the United Nations' (FAO) mandate of a world free from hunger, malnutrition and poverty. FAO recognizes that gender equality and women's empowerment are crucial to build efficient, inclusive, resilient and sustainable agrifood systems for zero hunger, and to improve nutritional outcomes for all. The imbalance between women and men undermines social and economic development as well as the welfare of families and communities.

Conflicts and global crises such as the increasingly disruptive climate change impacts and the COVID-19 pandemic have exacerbated pre-existing gender inequalities, threatening to create even larger social gaps and curb food and nutrition security. Women and girls, especially those in rural areas, have been particularly affected. To make hunger truly zero, in line with the 2030 Agenda for Sustainable Development, it is essential to not only take gender into account but also put it at the center of policies, programmes and investment plans in the agrifood sector. Not paying attention to the gender and food systems nexus risks dissipating any efforts for sustainable food systems over time.

This brochure briefly illustrates a few examples of the initiatives FAO has been carrying out to empower women, and to support the country's efforts to promote gender equality. While contributing directly to the sustainable development framework, the spotlight on the country's initiatives is intended to support the business case for gender equality and showcase some good practices that were carried out with different partners. These can be adapted and scaled up to enable replication in other contexts. In times of multiple crises, a focus on gender equality is greatly needed to accelerate overall sustainable development and help societies build back better. Investing in women and girls is not only the right thing to do, but it is also the smartest as it has social and economic benefits for families, communities, and nations at large.
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## Abbreviations and acronyms

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<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tr>
<td>CEDAW</td>
<td>Convention on the Elimination of all forms of Discrimination Against Women</td>
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<td>CERF</td>
<td>Central Emergency Response Fund</td>
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<td>FAO</td>
<td>Food and Agriculture Organization of the United Nations</td>
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<td>IFAD</td>
<td>International Fund for Agricultural Development</td>
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<td>JP RWEE</td>
<td>Joint Programme on Accelerating Progress towards the Economic Empowerment of Rural Women</td>
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<td>MAGA</td>
<td>Ministry of Agriculture, Livestock and Food</td>
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<tr>
<td>PAFFEC</td>
<td>Programa Agricultura Familiar para el Fortalecimiento de la Economía Campesina</td>
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<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<tr>
<td>UNDAF</td>
<td>United Nations Development Assistance Framework</td>
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<tr>
<td>UN WOMEN</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
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<td>WFP</td>
<td>United Nations World Food Programme</td>
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Women show their products made of the local plant maguey in a fair supported by the project *Restoring food system and strengthening resilience of families affected by drought 2014 in Chiquimula and Jalapa, Guatemala.*
Introduction

Gender equality in Guatemala

With a population of about 17 million, Guatemala is one of the most populous countries in Central America. It is also a highly diverse society having 24 linguistic groups and a large Indigenous population, of which over 40 percent belong to one of the 22 Maya peoples or to the Garifuna, Xinca and Afro descendant peoples (IWGIA, 2022).

In recent years, Guatemala has witnessed progress towards gender equality in its legal, institutional and policymaking frameworks. The government has developed a series of technical and methodological processes to mainstream gender issues across governmental policies including its first policy on gender equality in the areas of food security, nutrition and rural development (MAGA, 2015). Led by its Women’s Presidential Secretary (Secretaría Presidencial de la Mujer), coordinated efforts resulted in the creation of the National System for the Equity between Men and Women, a public mechanism that provides conceptual, technical and guiding instruments to carry out interventions for the promotion of gender equality and the rights of all women, girls and adolescents (SEPREM, 2019).

Guatemala has also ratified key international commitments towards gender equality and women’s human rights including: the Beijing Platform for Action, the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), and the Sustainable Development Goals (SDGs), which have spurred national commitment to progress on gender equality.
Progress has also been made to meet the global nutritional targets and the country is ‘on course’ to meet three targets for maternal, infant and young child nutrition, including the objective of reducing anaemia among women of reproductive age, with 7.4 percent of women aged 15–49 years now affected compared to 20.3 percent in 2002 (Global Nutrition Report, 2022).

Meanwhile, significant challenges remain. Guatemala has the fourth highest rate of chronic malnutrition in the world and the highest in Latin America and the Caribbean, with Indigenous and rural populations disproportionately affected (World Bank, 2022a). No progress has been shown towards achieving the target on obesity, with an estimated 29.6 percent of adult women (aged 18 years and over) and 17.6 percent of adult men living with obesity (Global Nutrition Report, 2022).

Despite that maternal mortality has nearly halved, from 205 maternal deaths per 100 000 live births in 1990, to 95 per 100 000 in 2017, it is still one of the highest in the region (World Bank, 2022b). Gender-based violence and femicide remain a major issue and Guatemala ranks among the countries with the highest rate of violent deaths among women (9.7 of 100 000) (UN Women, 2022). Women and girls aged 15 + also spend 20.6 percent of their time on unpaid care and domestic work, compared to 2.1 percent spent by men (UN Women, 2022). Regarding political representation, only 19 percent of seats in the national parliament were held by women in 2021 (World Bank, 2022c).
Gender equality in the rural and agriculture sectors

Close to 60 percent of Guatemala’s population lives in poverty, 76.1 percent of the rural population is poor, and 79.2 percent belong to Indigenous populations (INE Guatemala, 2014). Around one-third of Guatemala’s population works in agriculture, which is the country’s largest source of employment. The national labour market is characterized by unequal relations between men and women, with high rates of informality, concentration of workers in agriculture (mainly women, youth and Indigenous Peoples), and limited access to social security (ILO, 2021).

In rural areas, only 38 percent of women (above 15 years) are employed in comparison to 88 percent of men, and in any context (rural or urban), 75.7 percent of women work in the informal sector compared to 68 percent of men. Moreover, the national wage gap between women and men was 25 percent in 2022 (INE Guatemala, 2022a, 2022b). It is estimated that 66.6 percent of rural women are literate compared to 77.9 percent of rural men (INE Guatemala, 2021).

Guatemala has put in place legislative measures to grant women and men equal access to land and to protect communal land. It has also set up a mechanism to reduce major inequalities in securing land rights for rural women. Yet, women’s access to natural resources is limited despite these measures, and only about 8 percent of lands are owned by women (FAO, 2017a). Most of the reforms implemented helped the heads of households or only one person per household, and due to gender-based inequalities, it was usually the men who benefitted (FAO, 2015a). Rural women’s limited access to land and home ownership specifically impacts their access to credit, making it difficult for rural women to meet the requirements of lending institutions.

Further, Guatemala is among the ten most vulnerable countries in the world to climate change and natural disasters which increases the risk of food insecurity by at least tenfold yearly. Women, the elderly, Indigenous Peoples, people with disabilities, and people who live in rural areas are particularly affected by climate change (UN SDG, 2022). This is the case in the Dry Corridor region, a climate-vulnerable strip in Central America, crossing the south of Guatemala, where drought fueled by climate change has led to increasing rates of food insecurity and malnutrition (FAO et al., 2021).
Preparation of mini vegetables in food processing center in San Marcos, western Guatemala.
FAO, the Government of Guatemala, and partners are carrying out initiatives to address gender disparities, promote gender equality and empower rural women in agrifood systems. The FAO programmes and projects in Guatemala have dedicated activities to address the gender gap, particularly in rural areas. These activities focus on promoting women and men's equal access to natural and productive resources and services, technologies, market information, financial assets and more.

Promoting women’s leadership and resilience

PROJECT TITLE: Restoring food system and strengthening resilience of families affected by drought 2014 in Chiquimula and Jalapa, Guatemala
RESOURCE PARTNER: Sweden
TIMEFRAME: 2015–2021

Early in July 2014, Guatemala was struck by a heat wave that persisted for a record 45 rainless days. The ensuing drought devastated the main agricultural season’s food crops and left
one million people facing food shortages\(^1\) (FAO, 2015b). When the country declared a state of calamity and appealed for international humanitarian aid, Sweden was one of the first to respond. It offered support for a FAO project to focus, first, on restoring food production in Chiquimula and Jalapa, and then on building resilient farming systems and small-scale enterprises to protect livelihoods against future climate challenges (FAO, 2015b). From the outset, it was clear that female household heads would be key to the success of the project.

An initial step was the formation of watershed councils in each of the area’s five municipalities. Community assemblies were then held in five micro-watersheds to prepare a watershed management plan for each, incorporating people’s perceptions of the state of its human, social, financial and natural capital. Expressed needs were then prioritized to develop watershed management plans, aimed at strengthening farmers’ resilience and adaptation to climate change (FAO, 2015b).

Women were seen as key to the project’s success: of the 7,068 participating families, 5,201 (74 percent) were headed by women (FAO, 2022) – which is often the case during those periods when their spouses or male relatives were absent, working as farm labourers in other regions. For up to 6 months a year, it is women who manage the farm and administer income. Part of the project strategy, therefore, was to support women’s farm and non-farm enterprises (FAO, 2015b). That meant helping them overcome numerous barriers to participation, including their high rates of illiteracy, lack of leadership experience, and their heavy work burden.

To increase their resilience, the project contributed to establishing community contingency funds, whose resources are managed by farmers’ associations. These seek to cushion their members against the impacts of droughts and other extreme events such as hurricanes, floods and earthquakes. These funds operated in a solidarity manner under entrepreneurial groups that, thanks to FAO’s support, strengthened the revenues of 3,109 families who generated GTQ 12.5 million (USD 1.6 million) between 2015 and 2021 (FAO, 2022).

To promote women’s empowerment, the project supported the creation of decision-making mechanisms for women belonging to the Chorti’ and Poqomam ethnic groups. This involved integrating training modules on self-esteem, the changing roles of women, sexual and reproductive health, positive masculinities, leadership, administration, accounting, social auditing and citizen participation. The training sessions were held at the community level with 3,321 participants,

\(^1\) Total of “one million people” calculated from 236,000 farm families x 5 = 1,100,000
of whom 2,431 (73 percent) were women. They contributed specifically to building the resilience and leadership skills of women to promote leading roles in local councils (FAO, 2022).

The project also supported capacity building of community promoters to ensure local ownership and sustainability. In the first three years of the project, 375 people – of whom 281 women – received training in topics such as water conservation, health education and women's empowerment, thereby enabling them to apply and pass on the acquired knowledge at the community level (FAO, 2020a). By its completion, the project promoted a set of 27 good practices to reduce potential risks to community livelihoods and improve resilience to adverse climate events through workshops, field demonstrations and farmer-to-farmer extension methods (FAO, 2022). The practices ranged from soil and water conservation, home vegetable gardening and aquaculture, to installing rooftop rainwater harvesters and more efficient stoves, and improving hygiene in the home.

To facilitate attendance of women with young children at training sessions, the project introduced “mobile childcare” – trainees would take turns looking after kids so the other women could pay full attention (FAO, 2015b). It proved very cost-effective, requiring only a sufficient number of toys. The project staff also reported that during technical training involving both women and men, they had successfully fostered “positive masculinities” that allowed men the opportunity to appreciate women's participation as equals.
In my community, water issues were mostly managed by men, with regard to both decision making and practical actions such as repair of pipes. Thanks to the training, we women have managed to get involved in decision making, given the importance of water for each family and the community. Today, we are part of the Boards of Directors, and we now see the participation of all our female colleagues.

María Vilma Interiano, community promoter and manager of the community rural development training centre of Cañón Tisipe, Camotán, Chiquimula

Nearly all participating families maintained and improved the good practices implemented for climate resilience. Thanks to that, the area under drip irrigation increased from 1.9 hectares in 2015 to 67 hectares in 2020, benefitting 624 families. The yields of maize doubled, while those of beans more than tripled. The total production of vegetables increased 500 percent as participants harvested more than 170 tons of vegetables in the latest recorded year (2020) – with 69 percent of families growing commercial vegetables (tomato, chili pepper, cilantro, chard, radish and onion) and 78 percent growing native vegetables (chipilín, hierba mora or macuy, hierba buena, bledo and, to a lesser extent, chaya spinach) (FAO, 2022).

The resilience of the Dry Corridor farming communities was tested again in 2020, when they faced a threat none of them had planned for: COVID-19. Following the first deaths from the viral disease, the country’s schools were closed and a nationwide lockdown was declared. In Chiquimula and Jalapa, the lockdown hampered the delivery of inputs for the May planting, cut off farmers’ access to markets and kept many labourers from travelling for seasonal work. To help vulnerable households cope, the FAO project was extended for 6 months, with new Swedish funding (FAO, 2020b) and a focus on helping productive community enterprises, especially those involving women, to create employment and revitalize the local economy.

The project in Chiquimula and Jalapa provided valuable lessons that were upscaled in a USD 66 million project,2 aimed at strengthening the resilience to climate change of 116 000 mainly Indigenous farmers in five of Guatemala’s provinces. One of the project’s primary objectives is to ensure equitable representation in project activities and enable women’s greater economic empowerment and participation in decision making (FAO, 2020c).

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2 RESilient LIVElhoods of vulnerable smallholder farmers in the Mayan landscapes and the Dry Corridor (RELIVE).
Results

Over the years, the project involved 60 rural communities in Chiquimula and Jalapa provinces, reaching more than 7,000 families – nearly 75 percent of which were headed by women. At the end of the project, the 97 women leaders who formed part of 22 entrepreneurial groups managed contingency funds worth GTQ 124,000 (USD 16,000). These funds enabled them to extend credit among the same families, who use the funds to set up small businesses, purchase inputs and materials for another crop cycle and thus withstand the impacts of droughts (FAO, 2022).

Women also gained a leading role as heads of households and local councils, demonstrating a clear capacity to express themselves, make their experiences known, and influence decision-making. At the end of the project, 247 women leaders served on the boards of directors of the Community Development Councils, 21 in the Municipal Development Councils, one in the Departmental Development Council, 17 on the boards of directors of the micro-watershed associations and 289 on the boards of the enterprise groups (FAO, 2022). The watershed councils were legally registered as civil society organizations, which entitled them to manage public funds, have a voice in the deliberations of municipal development councils, and coordinate to activities of other institutions engaged in watershed management.

Joining forces for rural women’s economic empowerment

Guatemala was one of seven countries participating in the first phase of the Joint Programme on Accelerating Progress Towards the Economic Empowerment of Rural Women (JP RWEE), a UN inter-agency programme financially supported by Norway and Sweden and jointly implemented by FAO, the International Fund for Agricultural Development (IFAD), the United Nations World Food Programme (WFP), and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). It envisioned four interrelated outcomes: improved food and nutrition security; higher incomes to sustain women’s livelihoods; women’s enhanced participation in decision- and policymaking; and national policies that support their empowerment (JP RWEE, 2017).
In Guatemala, the programme focused on an area where the needs are high. The Valley of Polochic, represents one of the poorest regions in Guatemala and is a critical area for working on gender equality and women's rights. The municipalities in which the JP RWEE focused are 89 percent indigenous, and the poverty rate is significantly higher than the national average – at the time of the programme design, the poverty rate was 85 percent in the Valley of Polochic, compared to the national average rate of 59.3 percent, and the relative economic participation of women is lower than the national average (JP RWEE, 2021a).

The JP RWEE reached 12,003 participants (10,322 women and 1,681 men), the majority of whom were Indigenous Q’eqchi women. The programme worked with 72 rural women’s groups and organizations. Participants also included 2,812 civil servants (2,530 women and 282 men) from different government institutions and social organizations working for the empowerment of rural women. Throughout the life span of the programme, capacity development in various areas was a strong component across all outcomes. On women’s leadership, for instance, 5,666 people (5,293 women and 373 men) received training on a wide range of topics, such as leadership, partnerships, the roles and responsibilities of executive boards within organizations, the role of women within local councils, and the Gender Action Learning System (GALS), a household methodology greatly used by IFAD (JP RWEE, 2021b).

Women from Aldea Campur, in Alta Verapaz, have learned to produce and sell shampoo in local markets thanks to the support from the Joint Programme on Accelerating Progress Towards the Economic Empowerment of Rural Women (JP RWEE).
My husband has been a great support. We decided together that my role in the community was important. He supports me when I have to go out of town to acquire new knowledge.

Zoila Esperanza Morán, 33-year-old mother of five and the leader of a women farmers’ group (JP RWEE, 2017)

During data collection for a JP RWEE Guatemala country study, there was wide acknowledgement across all stakeholder groups, that access to finance through savings groups was important in achieving economic empowerment, bolstering sustainability of women’s organizations, and increasing resilience in the face of crises, as demonstrated during the COVID-19 pandemic (JP RWEE, 2021a).

However, the savings themselves were just one aspect of this methodology. What gives these groups real potential for impact and sustainability – and where JP RWEE support has been key – is the combination of access to finance with the opportunity for women to organize themselves. Building on assistance to more than 150 savings and credit groups, the JP RWEE provided a framework for the replication and scaling-up of the savings and credit modality by the other agencies implementing the programme in other countries. From 2016, activities to strengthen women’s savings groups were integrated into JP RWEE activities.

The emphasis on organizational strengthening sought to develop the cooperative structures through which women’s groups could take advantage of gainful opportunities and operate sustainably after the end of the intervention. Over the course of the programme, income increased substantially as shown in Figure 1.

**FIGURE 1** Income generated among beneficiaries (in USD)

![Income generated among beneficiaries (in USD)](https://docs.wfp.org/api/documents/WFP-0000130753/download)

https://docs.wfp.org/api/documents/WFP-0000130753/download
As women’s groups became more formalized, more opportunities opened to them, such as linkages to wider and more lucrative markets for their products. The “Centro Certificado” in Polochic, is a case in point. With support from the JP RWEE and the Ministry of Economy, one of the women’s groups reached a level of organizational development that positioned it to apply for certification on the environmental and sanitary registers, which if successful, will allow it to sell its products in formal establishments such as supermarkets and pharmacies. Thus, in the framework of the JP RWEE, community savings and credit were part of a broader modality of organizational strengthening and diversification of activities that can enhance results and sustainability, and ultimately contribute to rural women’s economic empowerment (JP RWEE, 2021a).

Aiming to cover local priorities and foster local ownership, the JP RWEE was aligned with all key strategic documents for development at the country level: the National Policy for the Promotion and Comprehensive Development of Women 2008–2023; the National Development Plan K’atun: Our Guatemala 2032; and the United Nations Development Assistance Framework (UNDAF) 2015–2019.
Although incipient, evidence indicates that some activities implemented by the JP RWEE have been replicated at the national level. For instance, FAO-promoted agricultural technologies that help farmers increase efficiency and productivity have been taken up by the Ministry of Agriculture, Livestock and Food. The experience was used by WFP to get funding from the Central Emergency Response Fund (CERF) for a collaboration with UN Women on supporting women affected by violence, where women who are identified are referred to WFP for food assistance (mostly adolescent mothers) (JP RWEE, 2021a).

Results

The programme contributed to increasing rural women’s agency through a combination of increased financial autonomy with interventions such as awareness-raising initiatives and leadership or literacy skills training. Women gained confidence in signing their names and making decisions on agriculture, and household expenditures (JP RWEE, 2021a). A key result contributing to increased food security and nutrition is the overall increase in agricultural production by 53 percent (66.4 percent increase in maize production and 39 percent increase in bean production). Rural women’s income substantially increased and a total of USD 417,531 was generated from collective and individual sales (JP RWEE, 2021b).

Over the course of the programme, the proportion of rural women elected representatives in the Municipal Urban and Rural Development Councils also increased from 5 percent to 18 percent. Another important result is that 100 percent of the producers’ organizations participating in the programme are now led by women and 40 percent of them have adopted gender policies (JP RWEE, 2021b). With a significant improvement in their social and interpersonal skills, women reported feeling more comfortable to speak, share, and educate themselves on farming and nutrition. This translates into 30 percent of rural women beneficiaries taking part in decision making at the organizational level, or 80 women leaders participating in the process of local planning and budgeting (JP RWEE, 2021a).
Elaboration of the first policy on gender equality for the agrifood sector

In 2016, for the first time in its history, Guatemala’s Ministry of Agriculture, Livestock and Food, approved the comprehensive Policy for Gender Equality and Strategic Framework 2014–2023 (MAGA, 2015), committing to systematically mainstream gender in all areas of its work, including its institutional mechanisms and with special emphasis on integrated rural development and food security and nutrition programmes and processes (FAO, 2017b).

The development of the policy benefitted from key support by FAO and other UN agencies. The policy guarantees that voices of women and men in rural development processes are equally heard, and that they have equal access to agricultural technical assistance and other productive resources (MAGA, 2015). FAO provided technical advice and advocacy and awareness-raising on the role of gender equality in resolving issues related to food security and nutrition.

**KEY FACTS**

With the support of FAO and other partners, the Government of Guatemala took a stand for rural women and Indigenous Peoples when its Ministry of Agriculture, Livestock and Food ratified its first policy for gender equality in the areas of national food security, nutrition and rural development.

The policy guarantees that women’s voices are heard in rural development processes and promotes equal access to agricultural resources and technical assistance.
To influence policymaking and leverage the unique strengths and growing collaboration among different institutions, FAO supported a multi-stakeholder consultation process with the government and civil society to develop the policy and support its implementation. Thanks to the support of FAO and partners, a gender equality approach has been incorporated into the national program to strengthen family farming (Programa Agricultura Familiar para el Fortalecimiento de la Economía Campesina-PAFFEC), which aims to enable collaboration and coordination with relevant decision-making units of the Ministry for further integration of gender equality in their work (FAO, 2017b).

To promote greater accountability for achieving gender equality, FAO also supported the setting up of a gender-sensitive monitoring framework for the PAFFEC and training of extension agents on gender-focused planning and monitoring. The policy and its implementation constitutes a milestone in the national implementation of the CEDAW.

General objective of the Policy for Gender Equality and Strategic Framework 2014–2023

To contribute to women’s rights by creating opportunities for their participation in all areas of sustainable agriculture, livestock, forestry and hydrobiological production chain, with ethnic and cultural relevance, in a framework of equality between men and women, thus promoting comprehensive rural development.

To close the gender gap in Guatemala, especially in rural areas, strengthening leadership capacities of rural women is a key objective of the first **Policy on Gender Equality** for the agrifood sector.
Conclusions

This brochure features some examples of the initiatives that FAO is carrying out to end hunger, malnutrition and rural poverty, while empowering rural women and girls and reducing gender inequalities. It also intends to give visibility to the potential of rural women and men in achieving food security and improving nutrition.

As part of its effort to “leave no one behind”, FAO collaborates with the Government of Guatemala and other partners to promote the equal participation and decision making of women and men in rural institutions and in shaping laws, policies and programmes; as well as their equal access to and control over productive resources, services, income, markets and decent employment.

These initiatives illustrate how FAO has contributed to building women’s resilience, increasing their skills and knowledge and enabling them to boost their livelihoods through production and income-generating activities. These efforts contributed directly to many of the country’s national strategies and plans.
FAO continues to support the Government of Guatemala's efforts to promote rural and agricultural development, paving the way for building more efficient, inclusive, resilient and sustainable agrifood system.
References


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The Country gender spotlight, puts a spotlight on countries, showcasing examples of initiatives that have improved the lives of rural people and empowered rural women. Building on each country’s context, these initiatives illustrate how the inclusion of principles that promote gender equality and the empowerment of rural women and men can ensure more efficient, inclusive, resilient, and sustainable agrifood systems.

Guatemala

This brochure highlights some of the good practices the Food and Agriculture Organization (FAO) has carried out with the Government of Guatemala and other partners, to promote gender equality and build the resilience and economic empowerment of rural women and men. Some of the initiatives include building skills and knowledge for income generation, reduction of women’s work burden and more. These examples show how FAO is working with rural women and men to boost agricultural production, improve their livelihoods and secure their nutritional and food security.

Inclusive Rural Transformation and Gender Equality Division
www.fao.org/gender

Food and Agriculture Organization of the United Nations
Rome, Italy