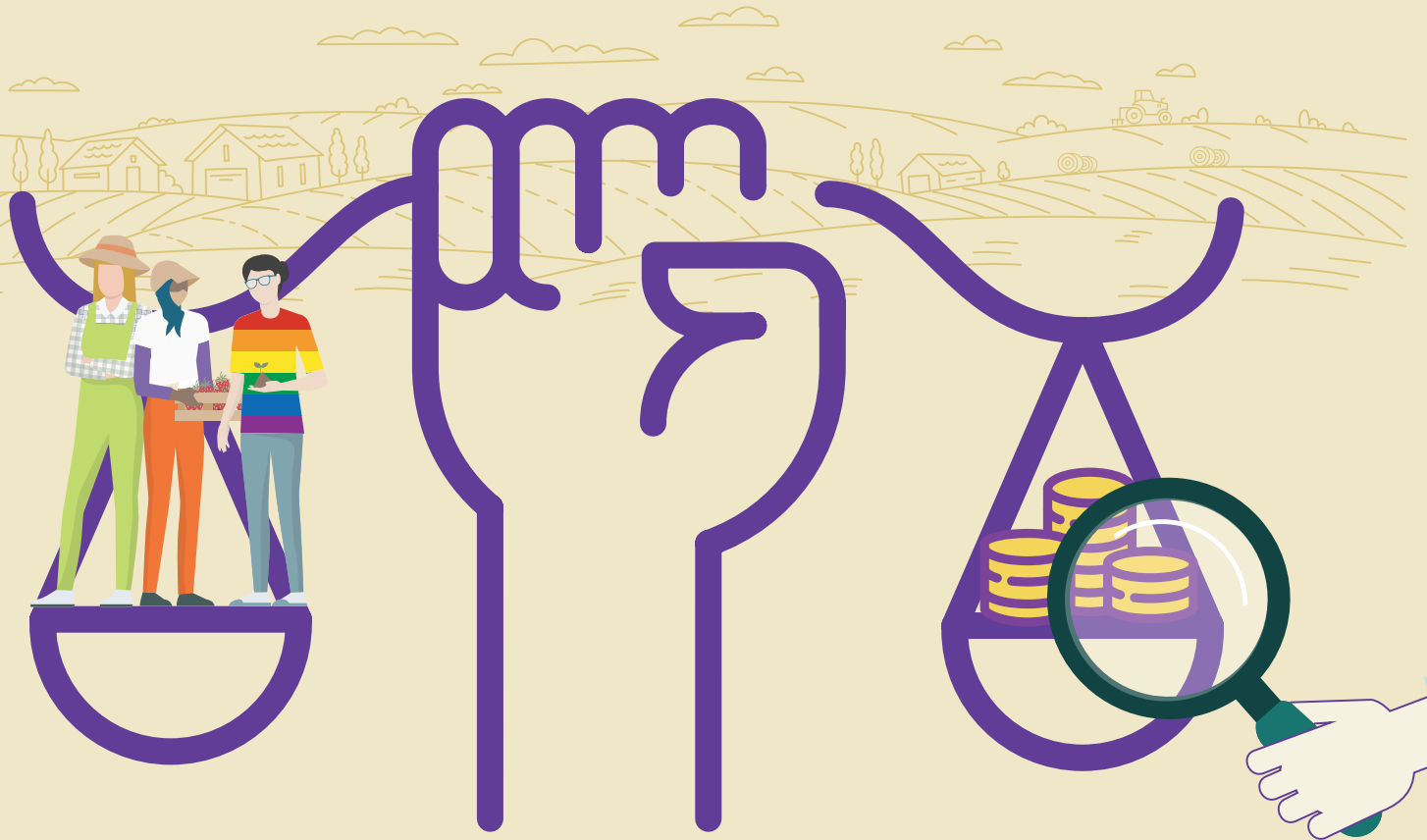


How to get the CAP to rhyme with gender equity?

A manual to support the implementation of Gender Responsive Budgeting (GRB) across EU agricultural policies

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SWIFT

Supporting Women-led
Innovations in Farming
and rural Territories

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Supporting Women-Led Innovations in Farming Territories (SWIFT)

This report has been developed as part of the SWIFT project. SWIFT is a 4 year multi-actor, transdisciplinary and feminist EU-funded research project. The project aims to engage with, challenge and disrupt the underlying social, political, and economic structures and institutions in rural areas that generate and perpetuate gendered forms of exclusion while demonstrating the ways in which women-led innovations can foster inclusive, transformative and sustainable agriculture and rural development. A focus on women-led innovations is key to addressing high levels of gender inequality across the European agricultural sector, as is understanding the policy landscape within which European women, in all their diversity, are engaging. It is this latter point that this report seeks to address.

More on SWIFT at: <https://swiftproject.eu/>

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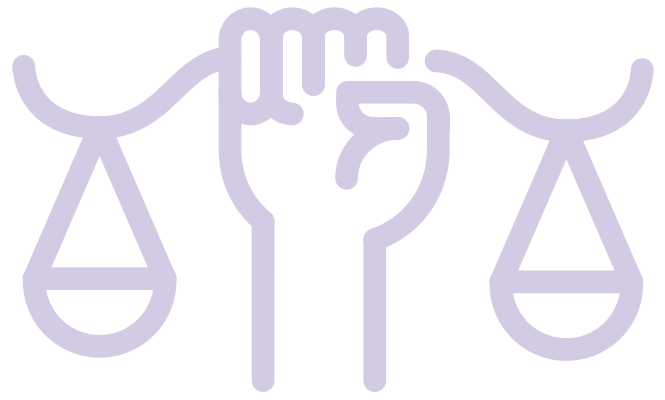
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Acronyms

BML	Federal Ministry of Agriculture, Forestry, Regions and Water Management (<i>Bundesministerium für Land- und Forstwirtschaft, Regionen und Wasserwirtschaft</i>)
CAP	Common agricultural policy
CEE	Central and Eastern Europe
CMO	common market organisation
CSO	civil society organisation
DG-AGRI	Directorate-General for Agriculture and Rural Development
DG-EMPL	Directorate-General for Employment, Social Affairs and Inclusion
EAFRD	European Agricultural Fund for Rural Development
EAGF	European Agricultural Guarantee Fund
EC	European Commission
ECVC	European coordination Via Campesina
EU	European Union
FAO	Food and Agriculture Organization
GBA+	Gender-based Analysis Plus
GBWN	Gender Budget Watchdog Network
GRB	Gender responsive budgeting
LAG	Local action group
LGBTQIA+	lesbian, gay, bisexual, transgender, queer/questioning, intersex, asexual, and many other terms (such as non-binary and pansexual) that people use to describe their experiences of their gender, sexuality and physiological sex characteristics ^[1]
MFF	multiannual financial framework
MS	Member states
NEWW	Network of East-West Women
NGO	non-governmental organisation
NSP	national strategic plan
OP	Operational Programme
PMEF	performance monitoring and evaluation framework
CIS-YF	Complementary Income Support for Young Farmers



1. Introduction

What do we fight for?

We want everyone to have the same access to farming regardless of their gender, sexual orientation or origin.

Why isn't it the case yet?

Because of gender norms and stereotypes

“Gender norms are ideas about how women and men should be and act. Internalised early in life, gender norms can establish a life cycle of gender socialisation and stereotyping.”^[2]

The gender of a child already differentiates their access to various tools and opportunities^[3]. On family farms, boys tend to be seen more as potential successors while girls are pushed towards jobs linked to care. In turn, women are less likely to inherit their family farms. Women also have less access to credit, land and training. They tend to manage smaller farms because of this.

But that is not all, gender norms can slow down women from adopting sustainable practices because they have less access to relevant expertise and knowledge and may feel less confident in farming compared to men. At the same time, the limited access to land and the education of girls to care for others push later women towards alternative systems like agroecology, expected to be more welcoming for them and inserted in movements more likely to address gender inequalities^{[4], [5], [6]}.

Furthermore, the differentiated socialisation of boys and girls leads to a gendered repartition of tasks and often a double or triple day for women^{[7], [8]}. Indeed, women tend to have longer and fragmented days^[3] due to their productive (working on the farm), reproductive (taking care of the household) and community (creating and sustaining communities) works. They then have less time left to engage in farmer organisations and raise their specific issues. Furthermore, due to gendered division of labour, women tend to carry out tasks that are not socially valued, and which often take place inside the farm, out of sight. Even when they engage in direct selling, their work on the farm is underestimated^[9]. This led to poorer social rights such as pension, unemployment benefits, social protection.

Because of cisheteronormativity

Cisheteronormativity represents the “structural systems of oppression that reify cisgender and heterosexual norms as the dominant status quo”.^{[10], [11]}

The model of “family farms” transferred through heterosexual marriage can exclude queer people from farm inheritance and access to land. Furthermore, queer people can be discriminated due to their identity leading to higher rate of poverty, making it even more difficult to access credit and land. This, together with the commitment to social equity values, can push them to alternative farming systems.^{[12], [13], [14]}

Because of racial capitalism

“Racial capitalism is the idea that racialized exploitation and capital accumulation are mutually constitutive.”^[15]

The exploitation of migrant workers is central to the functioning of global and European agriculture^{[16], [17], [18], [19]}. In addition to carrying out difficult, dirty and often dangerous tasks, they face meagre wage, and deplorable working and living conditions. Migrant farm workers indeed often live in substandard housing, they are paid low wages for long working days, instability of employment and sometimes piecework¹. Furthermore, they have a low access to healthcare services. Labour and human rights legislations are most of the time violated and agricultural workers sometimes refer to “slavery” when describing their working conditions and the racialised hierarchies among workers. Oppositely, farm managers are characterised by an “overwhelming whiteness”^[6].

Furthermore, women migrant workers have less autonomy, recognition and lower wages than their male counterparts. They are also more exposed to sexual violence, harassment and abuse.^{[6], [16], [18]}

The exploitation of migrant workers is encouraged by “cheap food” policies^{[6], [17]}. Farm managers are forced to cut down on production costs, including labour^[18]. International migrant workers represent a reserve pool accepting to work for low-wages and sub-standard conditions refused by local people. Finally, migration policies are driven by employers’ needs for labour rather than workers need for decent working conditions.

Because of different political past

In Central and Eastern Europe (CEE) countries, the structure of agriculture was shaped under the communist regimes. Part of the countries inherited the structures based on big state farms which were privatised after regime’s fall and taken over mainly by international capital (Czech Republic, Slovakia, Bulgaria). In others the collectivisation policy failed. As a result, private, small and family-run farms continue to dominate (Poland, Hungary).²

Furthermore, at a societal level in CEE countries, feminism can have a negative connotation^[20]. For example, in Poland, far right parties were in power from 2015 to 2023, and based their ideology on the “traditional” values of the Catholic Church and on anti-communism, presenting feminist and queer politics as a bad phenomenon imposed by the West and Marxists^[21]. In addition, the transfer of the concept of feminism from urban to rural areas, without adapting the language results in the rejection of the term, seen as “colonial” and identified as “the battle of the sexes”.^{[20], [22]}

Because of the way policies are designed^[23]

EU policy approaches view agriculture as a sector, not an occupation and therefore the participation of women is not monitored or regulated in the same way as with other occupations. Agriculture is indeed regulated by the Directorate-General for Agriculture and Rural Development (DG-AGRI) and does not fall under the Directorate-General for Employment, Social Affairs and Inclusion (DG-EMPL), that is responsible for monitoring

¹ a system of payment based on the amount of work performed or units of production completed, rather than a fixed or hourly wage.^[16]

² Michał Dudek, PhD and assistant professor at the Institute of Rural and Agricultural Development Polish Academy of Sciences (IRWiR-PAN), personal communication, November 8, 2024

and addressing practices that reduce women's presence in occupations and lead to gender pay gaps.

Furthermore, in European Union (EU) policies, when goals of gender equality are put alongside the viability of the agricultural sector, capitalist growth is prioritised. Besides, EU agricultural policies fail to adequately recognise differences in the way women farm and experience farming.

Finally, women's spaces are key to supporting women but can leave women out of policy-making processes as it is usually mainstream farms' organisations that are consulted rather than women's ones.

How to address it?

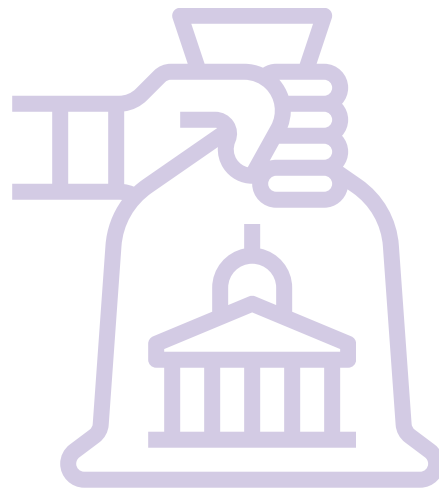
We need to make sure that policies and budgets take these issues into account, by integrating them in all policies, at all stages, and by implementing specific measures to eliminate, prevent or remedy those inequalities. This demands political will, but also ongoing cultural transition that recognises and addresses the deep structural inequalities addressed above. It also requires changes to how we organise policy and budgets.

A **Gender Responsive Budgeting** framework can help ensure this is done correctly.

Box 1 - Barriers to gender equality in European agriculture summarised ^{[12], [24], [25]}:

- Unequal access to land and productive resources
- Under-representation in agricultural organisations
- Education and training reinforcing gender stereotypes and excluding women
- Discrimination, exclusion and/or harassment
- Intersecting forms of discrimination (migration status, ethnicity, gender identity, sexual orientation)
- Gendered division of roles
- Segregation in certain ways of farming

2. Gender Responsive Budgeting (GRB)



GRB in short:

What it is	What it is not
<ul style="list-style-type: none"> • Incorporating a gender perspective at all levels of the budgetary process • A strategy and a process with the long-term aim of achieving gender equality goals • Recognising the needs of everyone, including women and gender minorities. • Ensuring existing revenue collection and spending are organised fairly. 	<ul style="list-style-type: none"> • Creating separate budgets for women • Only looking at the parts of the budget explicitly related to women or to gender equality. • Not necessarily about demanding more spending • A 50-50 men/women division of the budget or spending. • An instrument to give women an advantage. • A simple checklist in the <u>gender mainstreaming</u> strategy.

What is GRB?

Gender responsive budgeting is about an entity (e.g.: state, municipality, organisation) using its financial resources and funding policies (taxes, fundraising, etc.) in a way that reduces social inequalities and achieves gender equality^[26].

GRB is a component of a holistic gender mainstreaming strategy through which a given entity ensures the inclusion of a gender perspective in all areas of its work; both internally and externally^{[27], [28]}.

Box 2 – Useful resources on GRB

Video explaining GRB at the level of public spaces: <https://www.youtube.com/watch?v=Z-jlKhBmEtl>

Toolkit on GRB of the European Institute for Gender Equality: https://eige.europa.eu/gender-mainstreaming/toolkits/gender-budgeting?language_content_entity=en

Why use GRB?

A focus on budgets is important, and can be impactful, because they reflect policy orientations in a concrete way. This also applies to the agricultural sector. Since they are part of an unequal society, agricultural budgets are inevitably unequal and assessing and adapting them can help rebalance power relationships.

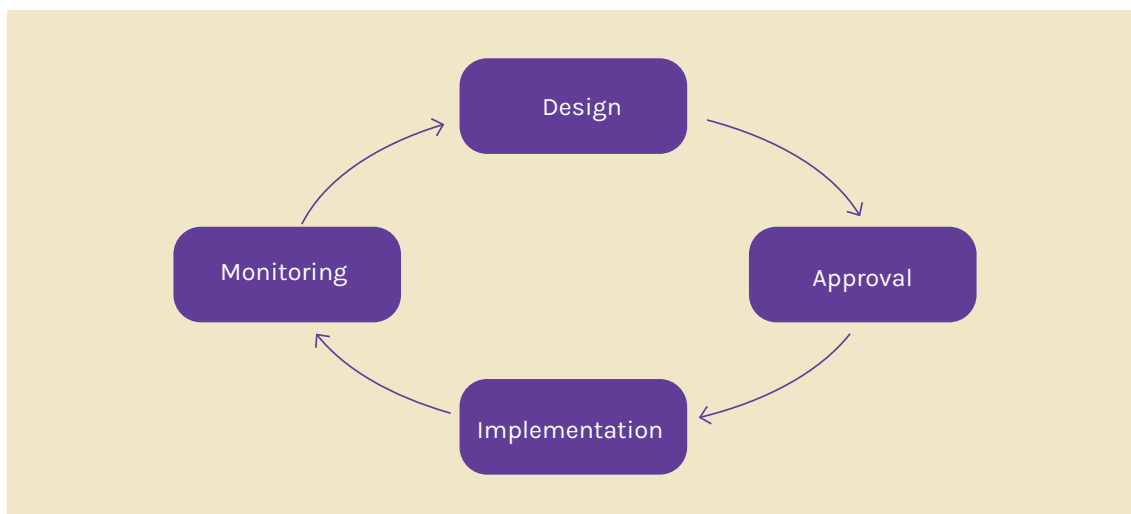
Furthermore, this would not only benefit to women but also to the agricultural sector and the society in general. Indeed, the European Commission (EC) highlighted the need to make agriculture more attractive, encourage young women and support new entrants not inheriting land as ways to counter the ageing of the farming population and lack of successors.^[29] GRB can help analyse the needs of women and new entrants and adapt the budget allocation accordingly to contribute effectively to generational renewal.

Besides, the Common Agricultural Policy (CAP) counts for 30 % of the EU long-term budget³, and GRB has the potential to assess if money is spent fairly and efficiently. It can also highlight the costs of not addressing issues of social equity^[26].

How to implement it?

GRB can and should be implemented **at every stage of the budget cycle** (design, approval, implementation, monitoring; see figure 1).

Figure 1 - Budget cycle (based on^[31])



Most countries only put in place a legal framework to implement gender into the budget and stop there (see Box 3). This is not sufficient, and it shows a lack of commitment from the governments. Up front gender assessments should be conducted to understand the potential impact of new policies – and their associated budget – on gender equality. Afterwards, impact assessments are needed, and the results should be used to improve policy and budget design.

³ excluding the Next GenerationEU funding for recovery after the Covid-19 pandemic [30]

This is a problem at European level too, where gender equality is part of one of the specific objectives for the CAP strategic plans⁴ but effective interventions addressing gender inequalities remain insufficient.^[32]

Box 3 – Challenges in effectively implementing GRB: the case of Belgium

In 2007, **Belgium** passed a law aiming at integrating the gender perspective into all policies established and implemented at the federal level. In 2009, the circular on the drafting of the budget for 2009 contained a point devoted to gender budgeting.^[33]

Since then, each federal administration and strategic unit must classify their files according to **3 categories**:

- Category 1: it concerns internal operations or has no gender dimension;
- Category 2: it is specifically aimed at achieving equality between women and men;
- Category 3: it concerns a public policy and has a gender dimension.⁵

The Belgian budget is not drawn up using a performance-based budgeting approach. This is why, initially, the state **decide** that it was easier to concentrate efforts on the ex-ante gender budgeting of expenditure. **One of the first objectives of this approach was to raise the awareness and interest** of all the relevant actors in the issue of gender equality, so that they acquire the reflex of integrating the gender dimension into their daily work.

In 2024, however, the approach is still the same and has not evolved into a more ambitious methodology.⁶

Besides looking at the whole budget cycle, a diversity of actors need to take part in the GRB process: government, parliament, civil society organisations (CSOs) and non-governmental organisations (NGOs) all need to be involved and take actions at various stages^{[34], [35]}. Governments should ensure a gender-responsive budget at each stage of the budgeting process. CSOs, on their side, can promote GRB and advocate for it at national and local level, while non-governmental organisations NGOs should provide training and capacity building and do advocacy work at EU level.^[34]

Intersecting discriminations

As mentioned in the introduction, other forms of discrimination, besides those linked to gender, are at play in the agricultural sector and must be addressed if we want to ensure sustainable food systems.^[36]

Gender budgeting is what has been put in place in several countries, but it is necessary to go beyond a focus on gender alone. Having an intersectional approach aims to understand how the interplay of multiple systems of oppressions produces complex and interdependent inequalities; it would allow to better take into account

4 to promote employment, growth, **gender equality**, including the participation of women in farming, social inclusion and local development in rural areas, including the circular bio-economy and sustainable forestry

5 If the funding requested falls into category 3, the project managers must give further thought to the matter and briefly explain in a 'gender commentary' how the gender dimension is or will be taken into account in the project.

6 Noemie Evrard, PhD Candidate in Gender and intersectional budgeting in Belgium and the European Union at UCLouvain, personal communication, September 25, 2024

the experiences of various farmers. Better grasping the complexity of inequity have the potential to make budget and policies even more cost-effective.

Box 4 – Integrating intersectionality into budgeting: the case of Canada

In **Canada**, the government has introduced the Gender-based Analysis Plus (GBA+) to “support the development of responsive and inclusive policies, programs, and other initiatives”^[37]. The GBA+ tool should however be seen as an intermediate step to reach this objective, with the potential to raise awareness about what intersectionality is and how it can benefit policies^[36].

In the long term, approaches should be developed and implemented, that view inequality as a result of complex intersecting factors, rather than just adding other categories to gender.

Furthermore, existing budget processes need to fundamentally change in terms of who is involved, what methods are used, which principles drive them. Already privileged actors have traditionally been in charge of the budget, maintaining and advancing their position⁷. Participatory approaches can help consider a wider range of life experiences, while the budget should be set in a way that tackles inequalities.

Note: while consulting stakeholders and marginalised voices is important, it needs to be done in such a way that avoids burnout of over-investigated respondents as well as reliance on CSOs and NGOs without financially supporting them^[6], ^[38], ^[39]. Moreover, dealing with sensitive issues can be emotionally draining for participants^[40].

How to successfully apply GRB to the CAP?

Target multiple-levels in the budget design

To be effective for agricultural policies, GRB needs to be established both at EU and national levels

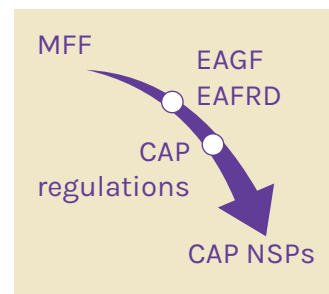
EU level

The budget of the CAP is decided at several levels.

First, the Multiannual Financial Framework (MFF) sets the maximum amount the EU can spend for broad policy areas, including the CAP^[41]. It integrates gender in a rather limited way.

The Commission has developed an ex-ante methodology to measure expenditure relating to gender equality of spending programmes in the 2021-2027 MFF. It determines a gender score for each intervention of a given programme and gives

Figure 2 – multiple levels of CAP budget



⁷ power analysis can help identify privileged actors. See the methodology proposed by Oxfam here: <https://policy-practice.oxfam.org/resources/oxfams-guide-to-feminist-influencing-620723/>

the total amount of money allocated to each score. But it does not go further. Besides, the CAP scored 0*⁸ as a whole.^[41]

In 2024, the Annual Management and Performance report for the financial year 2023 contained a monitoring of the gender disaggregated data available for each programme, including the CAP^[42].

Second, **the CAP draws from two EU funds**: the European Agricultural Guarantee Fund (**EAGF**) for the first pillar (direct support and market measures) and the European Agricultural Fund for Rural Development (**EAFRD**) for the second pillar (rural development)^{[32], [43]}.

In regulations laying down rules for EAGF and EAFRD, obligations for Member States (MS) to integrate gender are dispersed^[32]:

- Requirement for ex-post publication of the beneficiaries of the first and second pillars of the CAP, in order to promote transparency and confidence in the funding measures of the EU
- Requirement to involve bodies responsible for gender equality as partners "where relevant" in the preparation and monitoring of CAP national strategic plans (NSPs).

The EAGF provides 3/4 of the CAP budget and mainly finances direct payments (92%). And yet, a report by the European Court of Auditors from 2021 denounced the failure of the CAP to take gender equality into account in the Direct Payments Regulation, limiting the Member States' ability to do so.^[44]

However, for other EU funds, falling under regulation (EU) 2021/1060, Member States and the European Commission are required to apply gender mainstreaming to their programmes. It does not specifically refer to budgets though.

By not taking them into account, the CAP aggravates the barriers to gender equality in European agriculture.

National level:

CAP is regulated at EU level but CAP NSPs are designed and implemented at national level. There is thus a need for coherence between both levels to be able to take gender equality into account.

⁸ **Score 0***: interventions having the potential to contribute to gender equality^[41]

Box 5 – example of tensions between national and EU level in implementing GRB in the CAP

Andalusia (Spain)⁹ applies gender budgeting in its regional budget in a very comprehensive way. However, until 2023, Andalusia's Agricultural Guarantee Fund was excluded from gender budgeting, because the direct payments system of the CAP left no scope for positive action regarding women and the EC considered it as favouritism.^{[44], [46]}

Nonetheless, Spanish national and regional ministries as well as farmer organisations pushed for the introduction of gender equality in the CAP and, in the programming period 2023-2027 of the CAP, Spain is the first country to proactively integrate specific support for women farmers through an increase of direct payments: an additional 15% is foreseen in the case of female farm owners (or co-owners) applying for the Complementary Income Support for Young Farmers (CIS-YF).^{[46], [47], [48], [49]}

Yet participants at the SWIFT GRB workshop^[50] denounced that women run smaller farms and thus still receive fewer subsidies than their male counterparts despite this measure.

Across Europe, Member States are at various stages of implementing GRB. For example, Austria has enshrined it in its Constitution since 2009; in Spain, a Gender Impact Report accompanies the preliminary draft of the General State Budget Law since 2008; while in Poland, GRB has only been implemented at local level^[51].

Box 6 – examples of how governments implement GRB

Austria^{[26], [52], [53], [54], [55]}¹⁰

In Austria, GRB has been enshrined in the Austrian Constitution since 2009. It was followed in 2013 by the reform of the budget management, that is now outcome-oriented. This implies that all Federal Ministries and highest national bodies (Parliament, Constitutional Court, etc) are obliged to define a maximum of five **outcome objectives** for the annual budget. Gender has been mainstreamed into the budget and **one of these objectives must be related to gender equality**. They must also define specific measures for achieving the objective related to gender equality and appropriate **indicators** to evaluate the results.

Below is an example of equality objective of the Federal Ministry of Agriculture, Forestry, Regions and Water Management (BML) (based on^[56])

⁹ In Spain, Autonomous Communities decide on the final allocation of CAP funds ^[45]

¹⁰ Theresia Oedl-Wieser's presentation "Gender Responsive Budgeting – Insights and Experiences from Austria" during the GRB webinar of SWIFT, October 23 2023

Box 6 - examples of how governments implement GRB (Continuation)

Gender equality objective(s)	Key figure(s)	Gender equality measure(s)
BML ^① : Balanced gender ratio of students in secondary agricultural and forestry schools (UG 42 WZ 5) ^② ③	1 Proportion of female students at secondary agricultural and forestry schools 2 Proportion of pupils at higher agricultural and forestry schools ^④ 3 Proportion of female high school graduates at higher agricultural and forestry schools 4 Proportion of school leavers at higher agricultural and forestry schools	<ul style="list-style-type: none"> Expansion of the educational programme at secondary agricultural and forestry schools Promotion of the higher agricultural and forestry school system to school leavers at lower secondary level Establishment and strengthening of an equality-orientated role-model concept at higher agricultural and forestry schools ⑤

Legend:

- ① Abbreviation of the Federal Ministry or supreme body
- ② Short title of the equality objective in the evaluated budget
- ③ The coloured background of the equality objective shows its assessment for the fully achieved

Evaluation year (degree of target achievement). The following alternatives are available:

achieved above plan	mostly achieved	not reached
fully achieved	partially achieved	no data available

- ④ Number and short title of the key figure in the evaluated budget
- ⑤ Short title of the equality measure in the evaluated budget

After a maximum of 5 years, every ministry must evaluate if the outcome has turned out as planned.

In addition to equality objectives, regulatory impact assessments including a gender assessment are required for new legislations, which means prospective outcomes need to be assessed in advance. In practice, however, the Gender analysis is not always conducted.

Finally, ex-post reports are produced by an independent control body, the Austrian Court of Audit, to assess the implementation of performance orientation. As an example, they criticised the fact that gender equality targets (and the measures and indicators linked), are sometimes too vague and that they cover only a small aspect of gender equality.

Spain^{[57], [58], [59], [60]}

Since 2008, in Spain, a Gender Impact Report accompanies the preliminary draft of the General State Budget Law submitted to the Spanish Parliament. The methodology and legal framework have evolved, and the Gender Impact Report is now mandatory and is based on the Swedish “3-Rs” approach – standing for representation, resources and reality.

The Gender Impact Report is divided into three main chapters:

- **Reality:** diagnosis of the situation of (in)equality between men and women in Spanish society.
 - It focuses on 8 specific areas (Labour Market, Income, Education, Health, Work-Life Balance and Co-responsibility, Science and Technology, Crime and Violence, and Power and Decision-Making).
- **Representation:** analysis of the presence of men and women at the different levels of the Public Sector and Public Administrations.
- **Resources-Results:** examination of the allocation of resources for each of the programmes from a gender perspective, as well as the actions and indicators in relation to gender relevance.
 - It is based on both qualitative and quantitative approaches. Programmes and policies budgets are classified in terms of gender relevance based on a questionnaire; explanatory information is collected; and, finally, budget programmes are analysed to assess whether it has reached its maximum rating or still has room for improvement in terms of gender equality.

At **both levels**, the development of capacity on gender equality for policy makers and civil servants needs to be ensured. Moreover, governments should establish a well-resourced and highly skilled central government agency tasked with inequalities concerns as well as independent oversight bodies with powers to impose sanctions, mandate compliance or to make binding recommendations linked to the reduction of inequalities in the budgets.

Make visible under-represented people

Furthermore, the role of women, migrant workers, LGBTQIA+ farmers and farm workers has to be made visible, platforms to raise their voices are needed and they should be provided with up-to-date information and capacity development.

Collect relevant data

Finally, the collection of and access to gender-disaggregated statistics and qualitative data is key to the success of GRB. The collection of qualitative data can rely, among others, on the organisation of focus groups with community groups to gather experiences of citizens at the “margins”.

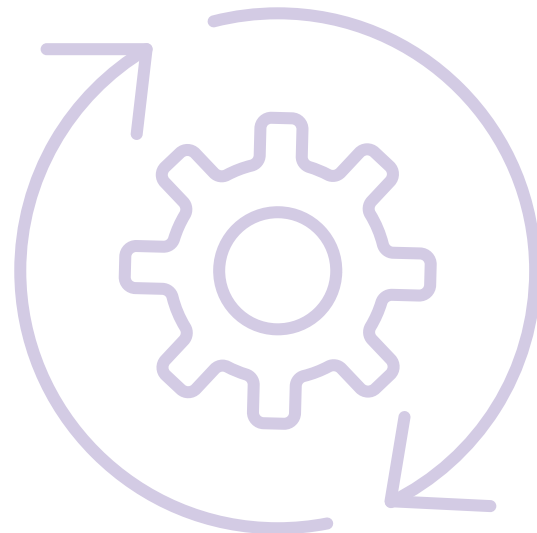
Box 7 - How to make sure GRB is implemented in the long term? The case of Poland

Poland

In Poland, history has shown that **right-wing parties easily changed and reformed the agenda of gender equality institution**^[61]. There is thus a need to **identify a strategy** establishing gender equality policies and budgeting in a **more permanent** way. EU recommendations can serve as a reminder for MS but is not sufficient^[62]. The lack of awareness, knowledge and resources^[62], as well as the weight of entrenched gender norms^[63] can lead to weak implementation of those gender-equality mechanisms. The funding and participation of feminist movement has been recommended^[62] even though their impacts on policies seem limited so far^[64].

One way forward, however, could be the implementation of **wellbeing budgeting**^[51]. Gender inequalities are not specifically taken into account in this approach and they need to be explicitly included in the indicators of wellbeing when designing the tool, but it can open a more critical discourse and rethinking of traditional budgeting^[26].

3. From words to action



Potential road to the post 2027 CAP¹¹



Farmers organisations

How can you act?

At local/national level

- **Make visible and include female, queer, migrant farmers and workers**
 - in every communication material
 - in meetings with policy makers
 - in your own decision-making bodies
 - without over soliciting and tokenising

As FAO^[67] has pointed out, making visible the existing gender inequalities and women's contribution to agriculture can enhance the success of both gender mainstreaming and budgeting.

Furthermore, women remain underrepresented in farmer unions, especially at decision-making level, and the integration of gender issues into the internal functioning as well as in external demands of the farmer unions remains very weak.

Women tend to encounter glass-ceilings as they still do most of the domestic work, which is incompatible with long meetings; they have to adopt "masculine" attitudes to be heard; and they struggle with unformal norms.

¹¹ Based on a communication from IDDRI (2023) and ^{[65], [66]}

Solutions include rethinking how meetings are organised, compensating for certain delegated domestic tasks as well as providing trainings to help them feel more comfortable speaking in public. Indeed, when women and minorities are well-represented at the tables of negotiations both internally and externally, there is a greater chance that their concerns will be addressed and that they will be able to build up expertise.^[68]

- Advocate for gender equality in the next CAP

Negotiations around the next CAP will take place in 2025^{[65],[69]} and farmer organisations will address their recommendations to their national and regional ministers. Gender equality sometimes takes a back seat to supposedly more pressing issues within farmers unions (and trade unions in general). It is however paramount that gender equality is included in your demands as it is part of the core principles of agroecology and it is a prerequisite for ensuring sustainable food systems.

Box 8 – ways of making the CAP more gender-sensitive

First of all, gender equality should have its own specific objective in the CAP strategic plan.

Pillar 1

The first pillar of the CAP consists mainly in direct payments to farmers based on hectares. The result is that the largest farms benefit disproportionately (both with regard to the absolute payments received, and furthermore due to the economies of scale that large farms are able to achieve at the cost of social rights and the environment)^{[32],[70]}. However, for reasons detailed above, women farmers tend to own smaller farms and are also much less frequently the farm manager. They therefore benefit less from direct payments compared to their male counterparts.

In Poland, among the farms receiving direct payments for the year 2023, 30% of the farms managed by women received 23 % of the subsidies of the 1st pillar.^[20]¹²

In Austria, 33 % of farms are managed by women but they received only 28 % of the subsidies for the 1st pillar for the year 2023. Furthermore, women represent 43 % of the people (officially) working on farms but potentially benefit from 37 % of the subsidies of the 1st pillar for that same year. In average, women manage smaller farms (19,3 ha) than men (26,1 ha).¹³

Direct payments should therefore take these factors into account (and not just into voluntary measures which, historically, have had a much lower adoption rate), e.g. by generally providing greater support to small and medium-scale farms across the EU, and particularly in support to agroecological and sustainable models of production. Moreover, direct payments should be redistributive and limited to a maximum ceiling per farmer.

¹² Analysis of datasets provided by the Agency for Restructuring and Modernisation of Agriculture (ARMA) on beneficiaries of CAP Polish SP 2023-2027 who received payments until 22.09.2024

¹³ Analysis of datasets provided by the Austrian Federal Ministry of Agriculture, Forestry, Regions and Water Management (BML) on CAP beneficiaries for the year 2023

More specifically, gender equality should be mainstreamed into the interventions of the first pillar, e.g. by ensuring that the definition of “young farmer” do not discriminate women, and all associated indicators need to be broken down by genders.

Pillar 2

The second pillar focuses on rural development and includes, among others, interventions on training, projects in rural areas, and access to care services. Again, gender should be mainstreamed into the design of the interventions and their performance indicators (number of women attending trainings, significance of financial support to organisation facilitating access to land and profiles of beneficiaries, share of genders in decision bodies, impact of the presence/absence of care services, ...).

Furthermore, this pillar comprises interventions supporting investment. However, women farmers have reported that it was currently favouring large investment (e.g. tractors), excluding those smaller and second-hand (e.g. cooler) more easily carried out by smaller farms and those undertaking diversification^[50].

Social conditionality^[32]

Ensure seasonal workers' rights are respected as well as gender equality.

Social conditionality is an important innovation in the CAP, which links CAP payments to certain EU labour standards, incentivising beneficiaries to improve working conditions on farms. However, it does not yet target key sectors where migrant work is most prevalent. To ensure benefits extend to those made most vulnerable by our agricultural systems, social conditionality needs to be extended to all recipients of EU agricultural funds, including operational funds¹⁴.

Social conditionality is also important for its potential to make the CAP more intersectional, paying attention to the different groups of women. As it is currently, the CAP understands gender to mean women, and women to be homogeneous. Both of which are false.

An observatory should be established to monitor social conditionality and ensure that this innovation functions to effectively protect agricultural workers.

Common Market Regulation

The Common Market Regulation (CMO) will play an important role in the upcoming reform of the CAP. A review of this instrument is necessary in order to ensure fair prices (covering production costs) for all farmers and peasants, put in place supply control mechanisms and regulate export, manage stocks publicly, support the agroecological transition and strengthen crisis management.^[72]

¹⁴ Social conditionality applies to recipients of area-based direct payments but some sectors, especially fruit and vegetables, farms are supported mainly through operational programmes and receive few direct payments. ^{[32], [71]}

- **Ensure that CAP monitoring committees analyse the money spent in a gendered and intersectional way**

Member States are required to set up a monitoring committee to monitor the implementation of the CAP National Strategic Plans. The monitoring committee is tasked with giving its opinion on, among others, the annual performance reports of its CAP NSP.

As representatives of the agricultural sector are part of the monitoring committee, you should participate or work with organisations participating in the committee's meetings in order to ensure that the data collected and presented are disaggregated by gender, especially where it is explicitly requested by the European Commission.

Box 9 – gender-disaggregated indicators of the CAP

As highlighted in^[32], two impact indicators and one results indicator mention a gender breakdown¹⁵:

- ❖ *I.23 Attracting young farmers: Evolution of the number of new farm managers and the number of new young farm managers, including a gender breakdown*
- ❖ *I.24 Contributing to jobs in rural areas: Evolution of the employment rate in rural areas, including a gender breakdown*
- ❖ *R.36PR Generational renewal: Number of young farmers benefitting from setting up with support from the CAP, including a gender breakdown*

- **Push your national CAP network and local action groups (LAGs) to support women, queer people and migrant workers**

Gender equality has to be addressed in CAP NSPs, including through CAP national networks. Some countries have used that opportunity to organise activities targeting women. This is for example the case for Spain or Belgium.^{[73], [74]}

- **Ask your agricultural and finance ministers to implement GRB in your country**

As mentioned above, applying GRB to agricultural policies has the potential to reduce inequalities in farming. Agricultural and finance ministries need to work together and you can advocate for this in policy dialogues conducted by your organisation.

- **Advocate at local level for the implementation of GRB**

Even though CAP is not decided at local level, it can be beneficial to implement GRB locally. Indeed, it contributes to the popularisation of GRB, it enhances visibility and social inclusion of rural women, and the proximity between citizens and local authorities means there is a more direct impact of GRB^{[51], [75], [76]}. Furthermore, it is important to go at local level, where the people are, so that they can express their claims to decision makers^[50].

Local authorities need adequate advice and resources to adopt this approach, and they generally prefer to receive information in a simplified and accessible language, with concrete solutions^{[51], [77]}.

¹⁵ Result indicators assess the net effect of a CAP intervention, whereas impact indicators measure the impact of a CAP intervention in the long term (see ^[32] for more details)

If your local authorities have policy on development and support of agriculture, you can ask local CSOs to assess to what extent implemented programs take into account rural women and minorities and contribute to gender equality. Local governments can also be in charge of providing care services (for children, the elderly, and other dependants), often lacking in rural areas, care duties thus relying on households (and statistically on women).

GRB can be useful in monitoring the needs of citizens and their satisfaction regarding the public services currently (un)available.

- **Produce qualitative and quantitative studies on inequalities in farming**

If your farming organisation comprises a research team, you can ask them to produce a report on inequalities in farming.

- **Participate in focus groups, studies, or survey to report your needs**

GRB is more effective when it implies stakeholders participation, it is thus important that all voices are heard and that participation is diverse, as mentioned above. However, we also stressed the importance of not over-soliciting minorities. You should thus not force yourself to participate in surveys and focus groups but you are legitimate to give the reason why you cannot take part, so that researchers are aware of their studies' biases.^{[39], [40], [63]}

- **Train farmers and policy makers (national, regional and local) on GRB in the field of agricultural policies**

You can ask your staff to organise training on GRB so that farmers understand how it works in order to advocate for it and implement it both at internal and external level.

Furthermore, as mentioned previously, policy makers and their staff need to build capacity around GRB and gender equality internally in order to implement it in policies.

Box 10 – Experience and tools for GRB at local level

Gdańsk (Poland)

In 2004-2005, a Gender Budget analysis was conducted by the Network of East-West Women (NEWW) and NEWW-Polska together with experts from Gdańsk University. [51], [78]

They identified 5 steps for making policies more sensitive to the needs of women and men [79]:

1. Describe the situation of women and men served by a particular entity
2. Examine policies and programmes from that entity to see if they address gender gaps
3. Examine the budget to see if sufficient money is allocated to address those inequalities
4. Monitor how the money has been spent and to who it benefited
5. Go back to the first step and reexamine the situation

Vienna (Austria)

The city has been applying gender budgeting since 2005 [76], [80]. The authorities started by reassuring and convincing the city's teams of the importance of this new subject as part of a pilot project.

They monitor [81]:

- Who benefits from the financial resources and services,
- How the benefits are utilised
- And whether the corresponding distribution of resources contributes to increasing or decreasing existing differences between the sexes.

Donostia-San Sebastián (Spain)

The gender budgeting process was launched in June 2013 [82], [83], [84]. The local government added a 'Gender Perspective Analysis' report to the annual budget debate, that analyses the government's budget proposal from a gender perspective.

The framework has evolved and is now composed of 2 main sections:

1. **General Budgets.** It presents the current budget and the proposal for the coming year. Budgetary programmes are classified according to their relative weight in the total budget.
2. **Monitoring programmes with a high impact on gender equality and trends in transformative spending.** This section identifies the budget programmes with the greatest capacity to promote equality.

The analysis in relation to human resources and recruitment is carried out in specific reports.

To go further

Implementation of gender responsive budgeting at local level: https://www.youtube.com/watch?v=4ZDQZLBQ_NU

Box 11 – experience on training officials on GRB^[85], [86]

Ghana's intention of implementing GRB started in 2005. In 2007, the Government of Ghana approved a **draft memorandum** put together by the Ministry of Finance and Economic Planning and the Ministry of Women and Children affairs. This led to the **piloting of GRB** in three key ministries – Education, Health and Agriculture in 2008. A **steering group** of representatives from key ministries was formed, and key **members of staff** from each of these groups **were trained in implementing GRB**. In 2007 the guidelines for the Preparation of the Government Budget for 2008-2010 stated that **all ministries should begin gathering sex-disaggregated data in preparation for implementing GRB in the future**. GRB has also been incorporated into Ghana's National Gender Policy (2015), including a commitment to carry out GRB across all sectors.

With this background, SEND GHANA, in partnership with Oxfam in Ghana, decided **to assess GRB implementation in the agricultural sector**, as GRB was a critical condition in tackling food security issues and engaging women and men small-scale in key government processes.

They found that government training on GRB was not as rigorous as it had been 10 years earlier. There was a lack of understanding of what GRB is among key political actors, which led to a lack of political will. They then carried out a **capacity building tour** in Ghana to **train decision-makers** through national dialogues **on GRB**. This was done with representatives from municipalities, districts, national bodies at local level and civil society.

- **Team up with feminist and other organisations advocating for GRB**

GRB is more effective when CSOs are working together to share knowledge and build strong advocacy. Working together with organisations from other sectors also helps to hold governments accountable for making budgets gender responsive as it tends to generate a critical mass.

This has been experienced by Oxfam in Kenya^[87] and the Gender Budget Watchdog Network (GBWN) in the Balkans^[88], for example.

- **Support farmers in setting up and facilitating farmer groups in “chosen diversity”**

While setting up specific groups for women and marginalised communities present the risk to leave them out of the mainstream decision-making bodies, it can be a transitional step to gender equality in agriculture.^[23]

“Chosen diversity” groups offer a safe space in which to develop technical and psychosocial skills.^[89] It is also a place where marginalised groups can share their experiences and realise the extent of the inequalities they face.^[90]

¹⁶ Emmanuel Ayifah's communication, PhD and Deputy Country Director of SEND Ghana during the SWIFT GRB workshop, November 8 & 9 2023 ^[50]

Real diversity is the true political objective of “chosen diversity” groups and the so-called diversity of our society is more akin to an immense non-diversity between white men. Real equality in our society can only be achieved when the very people who are the victims of domination on the basis of e.g. gender, race, sexual orientation, can describe it freely, organise themselves and put forward their demands - in short, build empowerment.^[91]

Box 12 – Examples of farmers group in “chosen diversity”

France

<https://www.civam.org/femmes-et-milieu-rural/collectifs-en-non-mixite/>

Europe

<https://www.eurovia.org/working-groups/women/>

<https://www.eurovia.org/working-groups/gender-and-sexual-diversities/>

At EU level

- **Advocate to make GRB compulsory for all EU funds, including EAGF and EAFRD**

It could draw inspiration from regulation (EU) 2021/1060, requiring Member States and the European Commission to apply gender mainstreaming to the programmes under 8 EU funds (excluding EAGF and EAFRD) and broaden it to oblige MS to apply it to budgets.

- **Advocate for the obligation for EU member states to integrate Gender into the CAP interventions of their NSPs through**
 - o A comprehensive needs assessment
 - o Proof of its effectiveness through gender-disaggregated performance indicators
 - o Support (capacity building/training) from the EU for MS to implement this

Member States are required to base the strategy of their CAP Strategic Plans on a prior analysis of the local contexts and an assessment of needs in relation to the objectives of the CAP^[92]. Besides, MS are requested to produce an annual performance report reflecting the progress they made on reaching the objectives of the CAP. A set of indicators is provided in this sense in the performance monitoring and evaluation framework (PMEF).

In practice, only three indicators specifically mention gender and require data to be disaggregated by gender^[32]. However, the PMEF can be used as an enabling environment to better assess how the CAP budget is distributed and how much it contributes (or not) to reaching gender equality.

Every indicator measuring number of farms/persons benefitting from any type of payment should be disaggregated by gender. Furthermore, structural inequalities underlying access to subsidies need to be taken into account in the design of interventions and in the choice of indicators.

- **advocate for relevant and accessible data collection, both quantitative and qualitative, disaggregated by intersectional variables**

In order to inform policy and budgetary decisions and ensure they effectively tackle inequalities, data disaggregated by gender, race or ethnicity, sexual orientation, disability, age, socio-economic status are needed. Analysis of these data allows to understand the social inequalities at stake in the farming sector, as well as the impacts of policies and budgetary decisions on farmers and farm workers. The analysis of these data can be useful for developing measures better adapted to the reality of people working in the agricultural sector.^[38]

Limited data on agricultural labour at EU level are disaggregated by gender and, when it is the case, gender is reduced to the male/female binary^{[23], [32]}¹⁷.

Furthermore, few data are available on race or ethnicity of farm workers^[16]. This might be partly due to the fear of ethnic profiling, and the misinterpretation of the EU Data Protection Directive, as not permitting data collection on the basis of racial and ethnic origin. On the contrary, this kind of data, responsibly collected, is needed to assess the implementation and relevance of anti-discrimination policies.^{[93], [94]}

The EU High Level Group on Non-Discrimination, Equality and Diversity produced guidance notes for Member States on the collection and use of equality data to reduce inequalities based on racial and ethnic origin and on sexual orientation, gender identity, gender expression, and sex characteristics^[95].

Data collection, however, cannot bring a change on its own. It should be seen as a means rather than an end, and more clarity is needed how policies plan to analyse sex-disaggregated data to reduce inequalities.^[32]

- **Advocate for the application of social conditionality to sectors where migrant work is most prevalent**

Ensure a relevant audit of the application of social conditionality. One important change to the legislation of the CAP has been the inclusion of **social conditionality**, which links CAP payments to certain EU labour standards, incentivising beneficiaries improve working conditions on farm. By 2025, farmers receiving area-based funding who do not adhere to basic labour standards can face a reduction in their CAP subsidies.^[32]

European coordination Via Campesina (ECVC) has put forward a proposal to create a public observatory and permanent social dialogue systems on the conditions of workers in the food chain. The purpose would be to ensure transparency, information and participation in social conditionality

- **advocate for the application of the recommendations from the Strategic Dialogue on the Future of EU Agriculture**

On 4th September 2024, the participants in the Strategic Dialogue on the future of EU agriculture presented their final report to President of the EC Ursula von der Leyen^[96]. 29 stakeholders from all sides of the agrifood chain and with diverging interests were put together to find a common ground and agree on a set of recommendations^{[96], [97]}. Those are just suggestions, and the Commission is not obliged to act on them, but President von der Leyen promised^[97] to “take a careful look at their ideas”^[96]. Furthermore,

¹⁷ Communication from Laura Esche, master student at WUR, from her analysis of CAP funding applications in Germany (2024)

Commissioner Hansen also stated that he would follow up the recommendations of the strategic dialogue, including the creation of the new European Board on Agri Food.^[98]

The final report of the Strategic Dialogue includes a “**Gender equality and diversity**” section which recommends the integration of *gender mainstreaming* in agricultural and rural policies through several tools including *gender-transformative budgeting*.

The final report precises that “*Gender inequalities also concern LGBTQIA+ people*” and that they face specific challenges such as violence and limited access to inheritance even though it is not reflected in the recommendations.

In the section “**Attracting and protecting workers**”, the Strategic Dialogues provides recommendations linked to the implementation of **social conditionality** in the CAP, data collection and effective protection of workers.

Policy advisors for CSOs and NGOs

You can support

- **Advocacy of farmer organisations** (see above)
- **Training on GRB for farmers and policy makers (EU and national) in the field of agricultural policies** (see above)
- **Common advocacy work on GRB** (see above)
- **Getting access to dataset on CAP beneficiaries disaggregated by gender**

During the GRB workshop organised within the SWIFT project, participants shared that even when disaggregated data on gender existed, it was very difficult to access them^[50]. Furthermore, getting access to disaggregated data on CAP beneficiaries as part of task 5.2 of the SWIFT project has been tedious and time consuming. It is thus something NGOs and researchers should support with, as farmers already have a lot of administrative burden.

Glossary

A **circular** is a letter of instruction or recommendation from an authority to civil servants to help them apply legislation or regulations correctly.^[99]

A **cisgender** person is a person whose sense of gender identity correlates with the sex that they were assigned at birth.^[100]

Chosen diversity (from the French concept 'mixité choisie'), or 'non-mixity between the dominated', consists of momentary and occasional spaces reserved for people who share a particular experience, in particular linked to systemic discrimination, thereby excluding people judged to be oppressive.^[97]

Ethnicity is defined as cultural factors such as language, religion, cuisine, ancestry, and nationality that specific communities share. Ethnicity is also considered a social construct that individuals may change as their community and personal dynamics change.^[101]

Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making.^[102]

Gender-responsive budgeting (GRB), also known as **gender budgeting** and **gender-sensitive budgeting**^[85], is a gender-based assessment of budgets incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to reduce social inequalities and to achieve equality between genders.^[103]

Intersectionality is a complex system of multiple, simultaneous structural causes of oppression in which discrimination on grounds of sex, race/ethnicity, age, sexual preference, and other factors, including poverty, interact to generate a continuum of forms and gradations of violence.^[104]

Performance budgeting and **Outcome-oriented budgeting** are two similar approaches^[105] referring to the systematic use of information on how budgets contribute towards achieving outcome in society in order to inform budget decisions.^{[106], [107]}

Race has historically been defined based on physical characteristics such as skin, hair, or eye color. Race was defined based upon scientific observations that Europeans had with people from different cultural and political regions. Race was considered a damaging construct that was used to divide different groups of people, making one race superior over another. The definition of race is now widely accepted as being a socially constructed term, without any biological basis.^[101]

Wellbeing budgeting is a government decision-making framework guided by the wellbeing of people and the planet. It consists of measuring economic performance and quality of life by looking not only at GDP, but also at who benefits from economic growth, whether it is sustainable now and for future generations, and what people think about their lives. Some have argued that popular consultation is essential in order to use indicators that reflect what people consider to be wellbeing.^{[94], [108], [109]}

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