

# Gender budgeting for better agricultural policies

## How to manual

Credits

Acknowledgement

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## Abbreviations

GRB – Gender responsive budgeting

GM – Gender mainstreaming

GB – Gender budgeting

CAP – Common agricultural policy

NSP – national strategic plan

CAP – common agricultural policy

# 1. Introduction

During the SWIFT project, we explored the potential of Gender Responsive Budgeting (GRB) to transform European agricultural policies.

This report is based on:

- a webinar and a workshop on GRB with “women-led innovations” (WLIs) and other experts (see milestone 4),
- on deliverable 5.1 and 5.3,
- on analysis of 3 national strategic plans (NSPs) of the common agricultural policy (CAP)
- as well as on non-systematic literature review.

The aim of this document is to inform WLIs as well as other actors interested in implementing Gender budgeting (GB), especially in the context of European agriculture.

## 2. What is Gender Responsive Budgeting (GRB)?

### Why using GRB?

Budgets reflects the public policy orientations. We live in an unequal society and this translates into unequal budgets.

### What is GRB?

The Council of Europe defines gender budgeting as 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 promote gender equality*”

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

### Some definitions

Gender responsiveness: Intentionally employing **gender considerations** to affect the design, implementation and results of programmes and policies to try and **reduce gender inequalities** within communities.<sup>1</sup>

1

<https://www.unfpa.org/joint-evaluation-unfpa-unicef-joint-programme-elimination-female-genital-mutilation-accelerating> and <https://www.unicef.org/rosa/sites/unicef.org/rosa/files/2018-06/Glossary%20of%20Gender%20Terms%20and%20Concepts%20UNICEF%20ROSA%20Nov%202017.pdf>

Gender transformation: efforts to **change gender and social norms** to address inequalities in power and privilege between persons of different genders with the fundamental aim of **addressing root causes of gender inequality** within society.<sup>2</sup>

#### Box XXX – Resources

Video to explain GRB at the level of public spaces:

<https://www.youtube.com/watch?v=Z-jlKhBmEtI>

Toolkit of the European Institute for Gender Equality:

[https://eige.europa.eu/gender-mainstreaming/toolkits/gender-budgeting?language\\_content\\_entity=en](https://eige.europa.eu/gender-mainstreaming/toolkits/gender-budgeting?language_content_entity=en)

## How to implement it?

GRB can be implemented at every stage of the budget cycle (design, approval, implementation, monitoring). Government, parliament and civil society all need to be involved.<sup>3</sup>

Having a legal framework in place to implement gender into the budget is not sufficient. Up front gender assessments should be conducted to understand the potential impact of new policies on gender equality. Afterwards, impact assessments are needed. To finally use the findings to improve policy design. Most countries only implement the first steps, showing a lack of commitment.



### Tools

Suggested tools<sup>4</sup>:

- Gender-aware policy appraisals
- Sex-disaggregated beneficiary assessment
- Gender-disaggregated public expenditure analysis
- Gender-disaggregated tax incidence analysis
- Gender-disaggregated analysis of the impact of the budget on time use
- Gender-aware medium-term economic framework
- Gender-aware budget statement

<sup>2</sup>

<https://www.unfpa.org/joint-evaluation-unfpa-unicef-joint-programme-elimination-female-genital-mutilation-accelerating> and

<https://tciurbanhealth.org/wp-content/uploads/2018/03/AYSRH-Gender-Transformation.pdf>

<sup>3</sup> <https://policy-practice.oxfam.org/resources/rough-guide-to-gender-responsive-budgeting-620429/> et Gender budgeting in OECD

<sup>4</sup> <https://policy-practice.oxfam.org/resources/rough-guide-to-gender-responsive-budgeting-620429/>

Box XXX – example of tools used by governments

**Austria**

“Since 1 January 2013 and as a part of Austria’s outcome-oriented budget management, all Federal Ministries and the highest national bodies (Parliament, Constitutional Court etc.) are obliged to define a maximum of five **outcome objectives for the annual budget** (Annual Federal Budget Statement). **One of these objectives must be related to gender equality**. Furthermore, specific measures for achieving the objective related to gender equality and appropriate **indicators to evaluate the results** must be define”

“The example below and the attached legend show how the equality impact data of a selected example equality objective of the [Federal Ministry of Agriculture, Forestry, Regions and Water Management (BLM)] is structured and presented in tabular form.”<sup>5</sup>

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

**Legend:**

- ① Abbreviation of the Federal Ministry or supreme body<sup>28</sup>
- ② Short title of the equality objective in the evaluated budget<sup>29</sup>
- ③ The coloured background of the equality objective shows its assessment for the 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

“Another element of the outcome orientation is the **outcome-oriented impact assessment**. [...]the prospective outcome of every legislative proposal on the national level and of projects of considerable financial importance needs to **be assessed in advance**. No later than after five years, every ministry must evaluate if the outcome has turned out as planned.”<sup>6</sup>

“The steps of the impact-oriented impact assessment are:

<sup>5</sup>

[https://oeffentlicherdienst.gv.at/wp-content/uploads/2023/10/231017\\_Bericht-WO-Gleichstellungsbericht-2022\\_WEB.pdf](https://oeffentlicherdienst.gv.at/wp-content/uploads/2023/10/231017_Bericht-WO-Gleichstellungsbericht-2022_WEB.pdf)

<sup>6</sup> Brochure "Gender Equality in Austria. Milestones, successes and challenges" 2022 (PDF, 15 MB)

1. *problem analysis,*
2. *formulation of objectives*
3. *formulation of measures,*
4. *estimation of the effects in the affected impact dimensions and*
5. *planning the internal evaluation.”*<sup>7</sup>

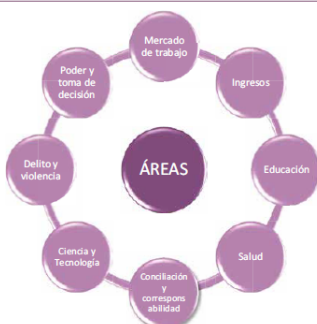
“The impact dimensions for the effects [...] are as follows:

1. *Overall economy,*
2. *Companies,*
3. *Environment,*
4. *Consumer protection policy,*
5. *Administrative costs for citizens and businesses,*
6. *Social affairs,*
7. *Children and youth,*
8. *Actual equality between women and men.”*

## Spain

“Gender budgeting was introduced in Spain in 2008 and there is a legal obligation to conduct ex-ante gender assessments in all government regulations. A working group has been set up, comprising representatives of the Ministry of Equality, the Secretariat of State for Budgets and Expenditure, the Directorate General for Budgets, and the Directorate General for Personnel Costs, to prepare the final draft of the annual Gender Impact Report, which accompanies the preliminary draft of the General State Budget Law. The report is now part of the mandatory documentation that should be included in the draft budget law. The idea behind the Gender Impact Report is that it maps the influence of the budget on gender equality. The report uses the Swedish example of drafting the results by using the concept of reality, representation, resources and results. The Gender Impact Report is drafted by the different Ministries and then presented with the General State Budget Bill before Parliament.”<sup>8</sup>

Gráfico III.1  
Áreas de análisis del capítulo Realidad



“In Sweden, the 3R method has made it possible to make visible the gender inequalities that were deepened or sustained by certain routines, and at the same time it has made it clear that public policies are not neutral at the beginning and end of the diagnosis:



- *Representation: this involves constructing a quantitative mapping of the organic composition of women and men in the organisational structure of a given management area, as well as of the beneficiaries.*

- *Resources: the distribution of government resources is analysed, providing sex-disaggregated information on the impact of the policy or sector under study. The resources under study involve not only economic resources, but also the analysis of the use of time and physical space.*

- *Realities: in this phase the analysis is qualitative, and is aimed at responding to the results of the previous phases. It seeks to discern whether or not the policy studied deepens gender inequalities.*

*This methodology, like the previous ones, highlights the need for sex-disaggregated data, not only quantitative statistical data but also qualitative data, based mainly on interviews, forums and surveys.”<sup>9</sup>*

### **Belgium<sup>10</sup>**

The Belgian budget is not drawn up using a performance-based budgeting approach. This is why, initially, efforts are concentrating on the ex-ante gender budgeting of expenditure.

One of the first objectives is 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.

Managers must categorise their files:

- concerns internal operations or has no gender dimension (category 1) ;
- is specifically aimed at achieving equality between women and men (category 2);
- concerns a public policy and has a gender dimension (category 3).

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.

### **Vietnam**

In Vietnam, GRB is part of the budget law. Citizens, especially women, are not aware of their rights when it comes to public budgeting; they have rights to access to information and participate in the budgeting process. communities request for budget information in their localities, or communities collect evidences in their localities about public investment projects. All this evidence is used by communities to feed the dialogues with the local authorities and contractors of the public investment project to hold them accountable.

There are also other efforts from local CSOs to promote budget transparency at province, and national levels by conducting annually open budget surveys at province and national levels to access budget transparency of all provinces and all ministries at the central level. Through the Public Expenditure Tracking (PET); where does the money go? It involves sex disaggregated data collection, the level of access to information scaling from 1 to 10. Dialogues, advocacy actions, strengthening existing movement are part of the tools Oxfam in Vietnam has to aim for better budget allocation.<sup>11</sup>



GENDER ISSUE:



WE MUST ASK OURSELVES:



<sup>9</sup> <http://www.dipres.cl/598/w3-article-299024.html>

<sup>10</sup> <https://igvm-iefh.belgium.be/sites/default/files/downloads/Manual%20gender%20budgeting.pdf>

<sup>11</sup> Gender Responsive budgetinf workshop - report

*“The Gender Equality Law calls for the use of the budget as a financial source for ensuring gender equality. [...]It requires gender mainstreaming in the formulation of legal documents. [...]The 2015, the amended State Budget Law identifies gender equality as one of the principles of state budget management and priorities for budget estimation and expenditure.”<sup>12</sup>*

*“A Public Expenditure Tracking Survey (PETS) tracks the flow of resources through the various layers of government bureaucracy, down to the service facilities in order to determine how much of the originally allocated resources reach each level, and how long they take to get there.”<sup>13</sup>*

*“How is it done?”*

*Key steps in implementing public expenditure tracking:*

- 1. Determine the scope and purpose of the tracking exercise*
- 2. Identify partners and key stakeholders*
- 3. Design the research/survey*
- 4. Gather and analyze the data*
- 5. Public dissemination of findings and advocacy*
- 6. Explore possibilities for institutionalisation”<sup>14</sup>*

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<sup>12</sup>

<https://asiapacific.unwomen.org/en/digital-library/publications/2020/07/gender-responsive-budgeting-in-viet-nam>

<sup>13</sup>

<https://www.unicef.org/sites/default/files/2019-12/WASH-Guidelines-Choosing-Public-Expenditure-Analytical-Tools-Use-in-WASH-Sector-2017.pdf>

<sup>14</sup> [https://civicus.org/documents/toolkits/PGX\\_G\\_Public%20Expenditure%20Tracking.pdf](https://civicus.org/documents/toolkits/PGX_G_Public%20Expenditure%20Tracking.pdf)

### Box XXX – Integrating intersectionality into budgeting

We started by looking at Gender budgeting as it is what has been implemented in the countries we focused on and in Oxfam projects. However, we need to move beyond a gender-only focus. In Canada, the government has introduced the GBA+ tool to “support the development of responsive and inclusive policies, programs, and other initiatives”<sup>15</sup>

This tool should however be seen as an intermediate step, with the potential to raise awareness about what intersectionality is and how it can benefit policies. In the long term, tools should be developed and implemented, that view “inequality as a result of complex intersecting factors, rather than as primarily experienced along the lines of gender”.<sup>16</sup> Furthermore, “fundamental changes to existing budget processes with more inclusive public participation, institutional changes and reallocating resources within government, less dependence on quantifiable and discrete categorizations, and possibilities for corrective actions”<sup>17</sup> are needed to implement an effective intersectional gender budgeting approach.

Brenton (2023) suggests ways of implementing intersectional budgeting, amongst which:

- *Wide and representative **citizen participation***
- ***Focus groups** with community groups to gather experiences of citizens at the “margins”*
- ***gender needs assessment**, which is a qualitative evaluation of how government is performing and what future priorities should be, based on views and opinions from stakeholders*
- Establishment of a well-resourced and highly skilled **central government agency** explicitly tasked **with intersectional concerns**
- Give independent **oversight powers** beyond reporting problems
- Report the **costs of inaction** in budget reviews

Furthermore, if we want to push for a change in the power structures around the budget, it is first important to conduct a (gender) power analysis (see for example Oxfam’s document<sup>18</sup>)

CSOs and NGOs involved in the participatory process need to get funded for their contribution<sup>19</sup>. Besides, “minority voices are also more difficult to access, and we risk respondent burnout if we over-investigate”<sup>20</sup>



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<https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/what-gender-based-analysis-plus.html>

<sup>16</sup> <https://doi.org/10.3138/cpp.2017-058>

<sup>17</sup> <https://doi.org/10.1080/09540962.2022.2159167>

<sup>18</sup> <https://policy-practice.oxfam.org/resources/oxfams-guide-to-feminist-influencing-620723/>

<sup>19</sup> ???

<sup>20</sup> Sutherland

Finally, as highlighted in D5.1, in this deliverable, “we are working with data and policies that overwhelmingly reinforce a binary understanding of gender” and by using them, “we are at risk of further reinforcing this binary position”. While “quantitative analysis can evidence the outcomes of racialized, gendered experiences [...] and [...] differences in the allocation of state resources”, “If GB activism is limited to quantitative analysis, there is a danger that intersectionality will be “operationalized” as a variable. This kind of knowledge is easily digestible for governments and policy makers, but it can easily replicate mainstream modernist economic epistemologies that portray the experiences of people in an **additive** way. It can easily be read as portraying majority or dominant groups’ needs (in the European context this is most likely white peoples’) as the norm, or the most important to deal with, implicitly marking other groups’ experiences as “more complicated.”<sup>21</sup>

## What are the factor of success?

FAO success factors for Gender mainstreaming in agriculture and rural development policies:

- 1) Making **visible** women’s roles and contributions to agriculture
- 2) GRB (a.o.) established at **European Union level**
- 3) An enabling political and legislative environment at **national level**
- 4) Internal capacity development for gender equality **within ministries**
- 5) Systematic **screening** and gender impact **assessments**
- 6) GRB at **national level**
- 7) Supporting platforms for women to raise their **voices**
- 8) Providing women with up-to-date **information and capacity development**

Box XXX – experience from Oxfam’s partners

### Ghana

Ghana’s intention of implementing GRB started in 2005, immediately after participating in the commonwealth finance ministers conference in Addis Ababa, Ethiopia. In haste to operationalize its good intentions, Ghana initiated **preparatory activities**, including: a **draft memorandum** put together by the Ministry of Finance and Ministry of Women and Children affairs, proposing piloting the implementation of GRB in three key ministries – Education, Health and Agriculture – to cabinet which was approved in 2007. 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 statement and Economic Policy for 2008-2010 stated that all ministries should begin gathering **sex-disaggregated data** in preparation for implementing GRB in the future.

With this background, SEND GHANA, in partnership with Oxfam in Ghana as part of activities under an Oxfam funded project titled “*Promoting Economic Justice, Food Security, and Agricultural Governance through Gender Responsive Budgeting and Climate Change Adaptation Financing Commitments*” decided to look at GRB implementation in the agricultural sector with the view to **engage key stakeholders at the national and subnational levels** to commit to ensuring the implementation of Gender Responsive Budgeting.

<sup>21</sup> <https://doi.org/10.1093/sp/jxaa030>

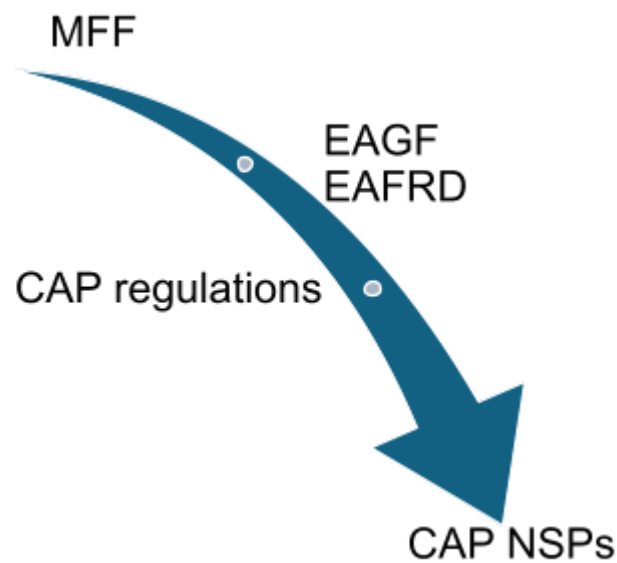
They undertake GRB sensitisation and/or capacity building workshops with district assembly officials, especially Coordinating Directors, Planning Officers, Budget Officers and Agriculture Directors. They target the Gender desk officers as well. Hence, they engage key policy actors and also provide capacity building training.



## Where can we push for Gender Budgeting at the EU level?

*CAP in the EU budget*

The budget of the CAP is decided at several levels.



#### *Multiannual Financial Framework (MFF)*

“The Multiannual Financial Framework (MFF) 2021-2027 is a spending instrument of the European Union (EU). It sets the maximum amount the EU can spend for each year from 2021 to 2027. One third of the funds in 2021-2027 will go to agriculture (33%). EU expenditure is financed by revenues that come mainly from the Member States. Each Member State pays a contribution proportional to the size of its own economy.”<sup>22</sup>

Gender mainstreaming is mentioned in the [Interinstitutional Agreement of 16 December 2020](#) between the European Parliament, the Council of the European Union and the European Commission on budgetary discipline, on cooperation in budgetary matters and on sound financial management, as well as on new own resources, including a roadmap towards the introduction of new own resources:

*“During the 2021-2027 Multiannual Financial Framework (MFF) negotiations, **equality between women and men was agreed as a Horizontal Principle of the Budget.**”<sup>23</sup>*

*The Commission developed its methodology to measure expenditure relating to gender equality at the programme level in the 2021-2027 multiannual financial framework. In this endeavour, the Commission has benefited from fruitful exchanges with the European Institute for Gender Equality, and from constructive engagement with the European Court of Auditors in the context of their special report on gender mainstreaming in the EU budget, published in May 2021.*

*The methodology was used for the first time across all spending programmes for the financial year 2021, in the context of the 2023 draft budget. [...] This year, the monitoring of gender expenditure has been enhanced with the inclusion in the ‘programme performance statements’ (Annex 4 of the present report) of the gender disaggregated data available per programme.*

<sup>22</sup> <https://www.fdfa.be/en/eu/multiannual-financial-framework-2021-2027-and-nextgenerationeu>

<sup>23</sup> <https://eige.europa.eu/newsroom/events/gender-mainstreaming-eu-budget>

The total of the EU budget, based on the aggregation of the 2023 interventions qualifying for each score, has been allocated as shown below.

- **Score 2:** interventions the principal objective of which is to improve gender equality corresponded to 2% of the EU budget implemented in 2023 and were included in 13 programmes.
- **Score 1:** interventions having gender equality as an important and deliberate objective (but not as the main reason for the intervention) corresponded to 9% of the EU budget implemented in 2023 and were included in 16 programmes.
- **Score 0\*:** interventions having the potential to contribute to gender equality corresponded to 20% of the EU budget implemented in 2023 and were included in 30 programmes.
- **Score 0:** interventions not having a significant bearing on gender equality corresponded to 69% of the EU budget implemented in 2023 and were included in 29 programmes.<sup>24</sup>

The Gender Score for the CAP was 0\*.<sup>25</sup>

#### *EAGF et EAFRD*

requirement to consider gender equality as a horizontal principle but nothing binding.

⇒ Push for more binding measures

#### *CAP*

*“The Direct Payments Regulation does not take gender equality into account, and limits the Member States’ ability to do so”.*<sup>26</sup>

*Member states, however, are required (TBC) to include an assessment of the needs in the NSPs as well as impact and result indicators. Result indicators assess the net effect of a CAP intervention, whereas impact indicators measure the impact of a CAP intervention in the long term.*

As mentioned above, GRB needs to be established both at EU and national level to be successful.

One demand would be to make it compulsory for MS to include Gender in their assessment of the needs and in the result and impact indicators in their CAP strategic plan.

Box XXX – suggestions for CAP indicators based on barriers linked to gender in agriculture

#### **Pillar 1**

BISS and CRISS = income support

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[https://commission.europa.eu/strategy-and-policy/eu-budget/performance-and-reporting/horizontal-priorities/gender-equality-mainstreaming\\_en](https://commission.europa.eu/strategy-and-policy/eu-budget/performance-and-reporting/horizontal-priorities/gender-equality-mainstreaming_en)

<sup>25</sup> Gender overview 2024

<sup>26</sup> Special Report 10/2021: Gender mainstreaming in the EU budget: time to turn words into action  
<https://www.eca.europa.eu/en/publications?did=58678>

- Role of the CMO! (see ECVC recommendations<sup>27</sup>)
- Feminist approach of viability (see WP4)
- Limit income support to certain farmers categories (Agroecological, new entrants, women, ...)?
- Look at other forms of farm organisations than nuclear families around heterosexual couples

## Pillar 2

Barriers	Indicators
Access to training	How many women follow the trainings?
Access to land (difficult if do not heritate bcs neo-farmer, woman, queer, ...)	Support to orga° facilitating access to land (€)? <sup>28</sup> and profile of ppl supported? Support to trainings and advice services adapted to ppl not heritating land (€)?
Participation	Share of women in decision bodies? Support to « empowerment » and « championing » actions (€) ?
Task repartition	Funding of care services in rural areas (impact assessment) Funding of awareness action in schools
Pushed to certains ways of farming	How do queer ppl, women, migrant, ..., work? (to be included in the SWOT analysis?)
violation of seasonal workers' rights	Work on social conditionalities? -> see with cluster on women migrant workers!

### *Strategic Dialogue on the Future of EU Agriculture*

“Announced by the President of the European Commission in her State of the Union Address on September 13th 2023 and launched in January 2024, the Strategic Dialogue on the Future of EU Agriculture brought together 29 major stakeholders from the European agri-food sectors, civil society, rural communities and academia to reach a common understanding on the further development of a core area of European life and economy in a new format of political discourse.” “The final report of the Strategic Dialogue [will serve] as an orientation for action”<sup>29</sup>

The final report of the Strategic Dialogue on the Future of EU Agriculture states that “The European Commission has to enhance gender-transformative budgeting within EU financial

<sup>27</sup>

<https://www.eurovia.org/publications/next-cap-must-prioritise-common-market-organisation-revision-to-build-european-food-sovereignty/>

<sup>28</sup> Examples of organisation facilitating access to land: <https://terre-en-vue.be/> <https://terredeliens.org/> <https://landvanons.nl/> <https://www.delandgenoten.be/>

<sup>29</sup> Executive summary SD report



*frameworks, which means designing and implementing interventions to address identified gender inequalities and to prioritize this in the objectives of programmes.”<sup>30</sup>*

This is not a binding document but it can be used in our advocacy work. Furthermore, the dialogues involved a diversity of actors who were able to find a consensus, there are thus chances that the recommendations will be taken into account by the European Commission.

### 3. Knowledge is power...

...but the data might not always be available nor accessible.<sup>31</sup> Both quantitative and qualitative data are needed.

Gender disaggregated data are now compulsory for MS to provide for the CAP. Those data remain binary. Even if some countries collect non-binary data, it seems to be absent at EU level. Data on sexual orientation or ethnicity is also not collected.

#### *Methodology to analyse quantitative data*

*“While intersectional analysis based on categorical statistics is difficult, regression models or a factorial ANOVA (Analysis Of VAriance: understanding how several factors can affect a variable), among many other options, can reveal a wider range of inequalities in sub-populations.”<sup>32</sup>*

In SWIFT, we used a linear regression on Austrian data on CAP beneficiaries to analyse the impact of gender in the share of CAP subsidies, controlling for other variables (farm size, farm type, less favoured area, organic certification). This allowed us to see whether gender differences persisted after controlling for other factors.”

The Gini coefficient can be used to assess to what extent the distribution of CAP subsidies is unequal and how it changes overtime<sup>33</sup>. It can also give indications on the payments gender gap using a Gini index decomposition.<sup>34</sup>

#### *Foci and further qualitative studies needed*

Looking at the distribution of payments can give an indication of how farms managed by women or employing women benefit from the CAP but we also need to look at how wealth is distributed within the farms and households, as well as what we want to consider when assessing farm viability. Farm viability should not refer to continued economic growth and profitability but also take into account the maintaining of livelihood on the long term, relationships within the household, gender equality or well being.

As gender can influence the way men and women farm, LGBTQIA+ farmers can also be drawn to alternative agriculture because of *white heteropatriarchal barriers to land and capital*, which *make small-scale, high-value production more feasible*.<sup>35</sup> This reality needs to be taken into account when conducting intersectional budgeting.

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<sup>30</sup>

[https://agriculture.ec.europa.eu/document/download/171329ff-0f50-4fa5-946f-aea11032172e\\_en?file\\_name=strategic-dialogue-report-2024\\_en.pdf](https://agriculture.ec.europa.eu/document/download/171329ff-0f50-4fa5-946f-aea11032172e_en?file_name=strategic-dialogue-report-2024_en.pdf)

<sup>31</sup> Ppt gt

<sup>32</sup> <https://doi.org/10.1080/09540962.2022.2159167>

<sup>33</sup> <http://capreform.eu/the-changing-distribution-of-cap-direct-payments-over-time/>

<sup>34</sup> <https://doi.org/10.6092/unibo/amsacta/6192>

<sup>35</sup> DOI: 10.1111/ruso.12378

Another aspect to keep in mind is “*the overwhelming whiteness of European farmers [which] remains undocumented and therefore unchallenged*”<sup>36</sup>

Agricultural systems in Europe rely a lot on seasonal migrant. “*the ‘cheap food’ policies underpinning farm subsidies encourage the systematic exploitation of the one ethnically and racially diverse cohort which is working in European agriculture – migrant labour*”. “*Women migrant workers have it worse than men: a report for the European Commission specifically addressing migrant women’s labour on EU farms (Palumbo and Scriuba 2018) found that they are particularly vulnerable to exploitation, including human trafficking and sexual violence*”<sup>37</sup>

Member states are able to adapt subsidies for less favoured areas or organic farms, they should thus be able to adapt them to address social inequalities. However, as mentioned above, it is important to make sure that we do not look at it in an additive way.

#### 4. Make policy recommendations

Gender is not the only aspect to take into account. Intersecting discriminations also occur. Furthermore, we need to think of which kind of agriculture we want to promote. In SWIFT, we stand for agroecological systems. Which means, both social equity and nature-friendly practices should be supported.

Furthermore, if we want to advocate for transformative policies, addressing the roots of gender equality, we need to question the current policies instead of just adding a gender “band aid”.

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<sup>36</sup> <https://doi.org/10.1186/s40100-023-00244-z>

<sup>37</sup> Sutherland