



Food and Agriculture
Organization of the
United Nations

What gender mainstreaming in agriculture means in practice:

Cases from selected countries
of the European Union





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FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS
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Contents

TABLES.....	IV
FIGURES.....	IV
PICTURES.....	IV
ACRONYMS.....	VI
ACKNOWLEDGEMENTS	VII
1. INTRODUCTION	2
Methodology	3
2. GENDER EQUALITY AND GENDER MAINSTREAMING	
AS FUNDAMENTAL PRINCIPLES OF THE EUROPEAN UNION	7
Gender equality in agriculture and rural development in the European Union.....	10
Gender equality in fisheries and aquaculture policies in the European Union	14
3. COUNTRY CASE STUDIES	17
AUSTRIA – A COMPREHENSIVE APPROACH TO GENDER MAINSTREAMING: ESTABLISHING A WORKING GROUP FOR	
GENDER MAINSTREAMING TO ADVANCE GENDER EQUALITY IN RURAL AREAS AND WITHIN THE FEDERAL MINISTRY OF	
SUSTAINABILITY AND TOURISM	19
Gender sensitization and awareness raising.....	23
Gender equality in employment and working life within the ministry	25
Working for inclusive decision-making	27
ZAMm: Future-oriented motivation in agriculture.....	29
The “Meaningful and successful” management programme	30
Enhancing women’s participation in regional and local measures and initiatives	32
HUNGARY – MAKING VISIBLE THE WORK OF HUNGARIAN WOMEN FARMERS AND DEVELOPING CAPACITIES	35
Developing capacities to enhance women’s empowerment and boost rural economies	40
SLOVENIA – WOMEN EMPOWERING WOMEN: WORKING WITH RURAL WOMEN’S ASSOCIATIONS	45
The Association of Rural Women of Slovenia.....	48
SPAIN – A HOLISTIC APPROACH TO GENDER EQUALITY:	
FROM GENDER BUDGETING TO BOTTOM-UP GOVERNANCE	53
Gender-responsive budgeting.....	55
Implementing the strategic plans for gender equality in sustainable rural development and the fisheries sector	57
Following a bottom-up approach throughout the policy cycle:	
working together with rural and fisheries women’s associations for increased impact	62
UNITED KINGDOM, NORTHERN IRELAND –	
SYSTEMATIC EQUALITY SCREENING AND TRANSPARENCY AS CENTRAL PILLARS	79
Ensuring social inclusion in rural development in Northern Ireland	81
4. CONCLUSIONS	87
REFERENCES	90

Tables

TABLE 1: GENDER INEQUALITY INDEX, POPULATION AND LABOUR FORCE PARTICIPATION RATE IN THE CASE STUDY COUNTRIES	4
TABLE 2: PRIORITIES OF THE EU'S RURAL DEVELOPMENT PROGRAMME (2014–2020)	11
TABLE 3: PROGRESS OF THE IMPLEMENTATION OF FAMILY-FRIENDLY ACTIVITIES	26
TABLE 4: MODULES FROM THE ÖKOMAMA TRAINING PROGRAMME	41
TABLE 5: THE MAIN ACTIVITIES OF THE SPANISH NETWORK OF WOMEN IN THE FISHERIES SECTOR	66
TABLE 6: EQUALITY SCREENING QUESTIONS (NORTHERN IRELAND)	83
TABLE 7: EQUALITY IMPACT ASSESSMENT STAGES	85

Figures

FIGURE 1: THE CONSUMPTION OF FOOD / TYPE OF FOOD BY AUSTRIAN WOMEN AND MEN	24
FIGURE 2: SHARE OF FEMALE AND MALE DELEGATES IN AUSTRIAN CHAMBER OF AGRICULTURE ASSEMBLIES	28
FIGURE 3: EMPLOYMENT BY GENDER AND LEVEL OF EDUCATION, 2011 (%)	40
FIGURE 4: AGRICULTURAL TRAINING LEVEL OF FARM MANAGERS, BY GENDER, 2013 (%)	40
FIGURE 5: ORGANIZATIONAL STRUCTURE OF THE ASSOCIATION OF RURAL WOMEN OF SLOVENIA	48
FIGURE 6: EQUALITY SCHEME ARRANGEMENTS IN NORTHERN IRELAND	82
FIGURE 7: THE EQUALITY SCREENING PROCESS IN DAERA, NORTHERN IRELAND	84

Pictures

PICTURE 1: LOGO OF THE EUROPEAN INSTITUTE FOR GENDER EQUALITY	5
PICTURE 2: A RURAL AUSTRIAN LANDSCAPE	18-19
PICTURE 3: THE WORKING GROUP FOR GENDER MAINSTREAMING AT THE FEDERAL MINISTRY OF SUSTAINABILITY AND TOURISM ON 01 MARCH 2018	22
PICTURE 4: PARTICIPANTS OF THE MANAGEMENT PROGRAMME HAVING RECEIVED THEIR CERTIFICATES, 09 DECEMBER 2013	31
PICTURE 5: PETRA STERL, THE LANGUAGE GARDEN PROJECT	31
PICTURE 6: LOGO OF THE BMNT WORKING GROUP FOR GENDER MAINSTREAMING	33
PICTURE 7: CULTIVATED FIELDS IN HUNGARY	34-35
PICTURE 8: TRADITIONAL ORGANIC FARM, RENDEK TANYA	37
PICTURE 9: STUDENTS LEARNING AT THE ORGANIC TRADITIONAL FARM, RENDEK TANYA	38
PICTURE 10: AKLI MANOR SITE	38

PICTURE 11: SATURDAY MARKET AT AKLI MANOR	39
PICTURE 12: MOUNTAINOUS LANDSCAPE IN SLOVENIA	44-45
PICTURE 13: A SLOVENIAN FAMILY IN THE ORCHARDS	47
PICTURE 14: WOMEN AND GIRLS PARTICIPATING IN THE WOMEN FARMERS' GAMES ORGANIZED BY THE ASSOCIATION OF RURAL WOMEN OF SLOVENIA	51
PICTURE 15: GRAPES FROM A VINEYARD IN SPAIN	52-53
PICTURE 16: WOMEN AWARDEES AT THE 7TH EDITION OF THE AWARDS FOR EXCELLENCE IN INNOVATION, WITH THE MINISTER OF AGRICULTURE AND FISHERIES, FOOD AND ENVIRONMENT, ISABEL GARCIA TEJERÍNA.....	61
PICTURE 17: SPANISH NET MENDERS (REDERAS) REPAIRING FISHING NETS IN THE PORT	63
PICTURE 18: SPANISH WOMEN WORKING IN A FISH CANNERY	65
PICTURE 19: WOMEN SHELLFISH GATHERERS WORKING AT THE BEACH, SPAIN	66
PICTURE 20: PARTICIPANTS OF THE 5TH CONGRESS OF THE SPANISH NETWORK OF WOMEN IN THE FISHERIES SECTOR, HELD IN VALENCIA, SPAIN, IN NOVEMBER 2017	67
PICTURE 21: WOMEN AWARDED THE RECOGNITION "YOUNG WOMEN IN FISHERIES" AT THE 5TH CONGRESS OF THE SPANISH NETWORK OF WOMEN IN THE FISHERIES SECTOR, VALENCIA, SPAIN, NOVEMBER 2017	68
PICTURE 22: THE A.T. TEAM MENDING NETS IN FRONT OF THEIR ARTISANAL SHOP	69
PICTURE 23: A SELECTION OF COVERS FROM ASSESSMENTS PREPARED ON THE SOCIAL AND LABOUR SITUATION OF WOMEN IN THE FISHERIES SECTOR	70
PICTURE 24: COVER OF A BULLETIN PUBLISHED BY THE SPANISH NETWORK OF WOMEN IN THE FISHERIES SECTOR.....	71
PICTURE 25: CARMEN QUINTANILLA, MEMBER OF PARLIAMENT AND PRESIDENT OF AFAMMER.....	73
PICTURE 26: AWARD FOR EQUAL OPPORTUNITIES CONFERRED BY THE AGRIFOOD COOPERATIVES OF SPAIN AND THE MINISTER OF AGRICULTURE AND FISHERIES, FOOD AND ENVIRONMENT OF SPAIN, ISABEL GARCÍA TEJERINA, TO THE COOPERATIVE COOPEGO IN MAY 2016	75
PICTURE 27: MEETING OF REPRESENTATIVES OF THE NATIONAL ASSOCIATION OF WOMEN IN FISHERIES (ANMUPESCA) WITH THE MINISTER OF AGRICULTURE AND FISHERIES, FOOD AND ENVIRONMENT AND OTHERS REPRESENTATIVES OF THE PUBLIC ADMINISTRATION.....	77
PICTURE 28: SHEEP FARMING IN NORTHERN IRELAND, UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND	78-79

Acronyms

AENOR	The Spanish Association for Standardization and Certification
AFAMMER	Confederation of Federations and Associations of Families and Women from Rural Areas
AKTEA	European Network of Women in Fisheries and Aquaculture
ANMUPESCA	The National Association of Women in Fisheries
BMLFUW	Federal Ministry of Agriculture, Forestry, Environment and Water Management of Austria until January 2018
BMNT	Federal Ministry of Sustainability and Tourism of Austria, formerly BMLFUW
CLLD	Community-led local development
CSO	Civil society organization
DAERA	Department of Agriculture, Environment and Rural Affairs of Northern Ireland
EMFF	European Maritime and Fisheries Fund
EIGE	European Institute for Gender Equality
EQIA	Equality impact assessment
EU	European Union
EUR	euro/s
FAO	Food and Agriculture Organization of the United Nations
FM	Ministry of Agriculture of Hungary
KSH	Hungarian Central Statistical Office
MAFF	Ministry of Agriculture, Food and Forestry of the Republic of Slovenia
MAPAMA	Ministry of Agriculture and Fisheries, Food and Environment of Spain
MNU	Hungarian Women's Union
MoA	Ministry of Agriculture (non-specific)
NISRA	Northern Ireland Statistical and Research Agency
OJ	Official Journal of the European Union
RDP	Rural development programme
REMSP	The Spanish Network of Women in the Fisheries Sector
REU	Regional Office for Europe and Central Asia
SGP	General Secretariat of Fisheries, Spain

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¹ The conference was conducted in Vilnius, Lithuania, 30 January–01 February 2017. More information is available at <http://www.fao.org/europe/events/detail-events/en/c/461793/>.

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1.

Introduction

Introduction

The Food and Agriculture Organization of the United Nations (FAO) has continuously demonstrated within its work that gender equality is not simply a matter of human rights, but is key to eliminating poverty and hunger. It is only by closing the gender gap that sustainable agriculture and rural development can reach their full potential (FAO, 2011). Consequently, FAO is committed to promoting gender equality in all of its interventions, as well as by building knowledge, identifying promising practices and widely disseminating these among member states and national partners. In view of the commitments made by national governments, renewed with the adoption of the Sustainable Development Goals (SDGs), the interest among development practitioners, policy-makers and planners concerning gender mainstreaming practices and experiences as a way of improving the effectiveness and sustainability of development interventions is growing. Specifically, FAO has custodianship over two indicators (5.a.1 and 5.a.2) in relation to achieving gender equality. These indicators focus on realising gender parity in land ownership and securing rights over agricultural land, and also assist in the revision of legal agendas to ensure women's legal ability to own land and / or control land. Additionally, various international conventions, such as the Convention on the Elimination of All forms of Discrimination against Women (CEDAW), have been ratified by nearly all countries and have

raised the necessity of achieving gender equality within national legal frameworks. Therefore, documenting and disseminating case studies that are region-specific may help to close the knowledge gap which exists in the area of gender mainstreaming in agriculture, forestry, fisheries and rural development.

This report has been prepared in line with the *FAO Policy on Gender Equality* (FAO, 2012) and the *FAO Regional gender equality strategy for Europe and Central Asia 2016–2017* (FAO, 2016b) both of which aim to assist member states in achieving sustainable agriculture, nutrition and rural development by bringing a gender perspective into policy-making, planning and programming.

This publication focuses on case studies from five member countries of the European Union (EU). These illustrate how gender equality issues can be addressed in agriculture and rural development policies (including fisheries and aquaculture, forestry and livestock), programmes and practices. This publication forms part of FAO's wider efforts to collect, analyse and disseminate promising practices as part of the "experience capitalization" approach, which is "a systematic, iterative and participatory process through which an experience is analysed and documented. This creates knowledge, which can be shared and used to generate change" (FAO, 2017b, no page number).

Methodology

This publication is based on research conducted in a desk review, and more importantly, information and data provided directly by the participating ministries of agriculture. In-depth consultations and a review of the relevant country experiences presented at the FAO / European Institute for Gender Equality (EIGE) high-level conference *Promoting socially inclusive rural development in Europe and Central Asia: Action for the 2030 Agenda*, held in Vilnius on 30 January–01 February 2017, also contributed to the finalization of the collection of case studies.

The aim of the research was to document cases from specific countries of the European Union and the United Kingdom whose experiences are less familiar to countries in the region beyond the EU. Therefore, countries with a longer tradition in and / or higher visibility of gender mainstreaming were deliberately not chosen. The following criteria were adopted in the initial pre-selection process:

- Countries that have significantly improved their Gender Inequality Index (GII) score between 2005 and 2015;
- EU countries where gender inequalities persist (countries that are placed below 40 in the GII international ranking, 2015); or
- Countries where the gender mainstreaming practices of the ministries of agriculture are less widely known or disseminated.

In the pre-selection process, consideration was also given to overall diversity, in terms of geographical location, EU accession date and historical background (post-socialist or otherwise). Lastly, the final selection of the five cases representing different EU countries was determined by the availability of the required information and the availability of ministerial staff to share it.

In the **first phase** of the research, documentation on gender issues in agriculture, rural development, forestry, fisheries and aquaculture from the European Union and ministries of agriculture of countries of the region which met the abovementioned criteria was reviewed. The websites of the ministries of agriculture were explored for specific references to gender equality. Furthermore, case studies were identified within academic literature and the websites of the European Institute for Gender Equality and large relevant organizations with a significant presence in the European Union (namely OECD, ILO, EBRD, UNECE, ENRD and IFAD) were explored.

During the **second phase**, ministries of agriculture and their gender focal points, related institutions, independent experts, gender officers at EIGE and ILO, and gender focal points from Via Campesina and other civil society organizations were contacted in countries where specific references to gender mainstreaming or to significant initiatives on women's empowerment were found.

Based on the pre-selection criteria and the presence of documentation on gender mainstreaming on their websites, a number of countries were approached.

In total, 35 people were contacted: 20 from ministries of agriculture or related institutions (for example, government research institutes or observatories), 5 independent experts and 10 prominent actors within civil society who are renowned for advancing gender equality

issues in their respective countries. Nearly all of the individuals that we contacted turned out to be women.

Finally, five case study countries were selected, based on the amount of information available and its scope and relevance to the FAO areas of mandate. The five countries are Austria, Hungary, Slovenia, Spain and the United Kingdom (Northern Ireland).

Table 1: Gender Inequality Index, population and labour force participation rate in the case study countries

	Gender Inequality Index		Population, millions	Labour force participation rate	
Country	Value	Rank		Female	Male
	2015	2015		2015 (%)	2015 (%)
VERY HIGH HUMAN DEVELOPMENT					
Austria	0.078	14	8.75	54.7	66.0
Hungary	0.252	49	9.82	46.4	62.5
Slovenia	0.053	6	2.06	52.2	63.0
Spain	0.081	15	46.44	52.3	64.8
United Kingdom	0.131	28	65.64	56.9	68.7
WORLD	0.443	—	7.44 BILLION	49.6	76.2

GENDER INEQUALITY INDEX: A COMPOSITE MEASURE REFLECTING INEQUALITY IN ACHIEVEMENT BETWEEN WOMEN AND MEN IN THREE DIMENSIONS: REPRODUCTIVE HEALTH, EMPOWERMENT AND THE LABOUR MARKET.

LABOUR FORCE PARTICIPATION RATE: PROPORTION OF THE WORKING-AGE POPULATION (AGED 15 YEARS AND OLDER) THAT ENGAGES IN THE LABOUR MARKET, EITHER BY WORKING OR ACTIVELY LOOKING FOR WORK, EXPRESSED AS A PERCENTAGE OF THE WORKING-AGE POPULATION.

SOURCE: UNDP, 2016.

In the **third phase**, consultations took place with the ministries of agriculture and experts. The consultations took different forms, including face-to-face interviews, the provision of documentation and written contributions. During this phase, the first draft of the report was prepared.

Finally, this report has also benefited from the outcomes of the high-level regional conference organized by FAO and EIGE *Promoting socially inclusive rural development in Europe and Central Asia: Action for the 2030 Agenda*, which took place in Vilnius, Lithuania, from 30 January to 01 February 2017. At this conference, common issues and success factors when mainstreaming gender in agriculture and rural development were discussed by representatives of the ministries of agriculture and rural development from more than 20 countries of Europe and Central Asia.² After the conference, follow-up discussions with some of the participants took place in a **fourth phase** of the research, where additional practices were documented, key findings were validated and the report was finalized.



PICTURE 1: LOGO OF THE EUROPEAN INSTITUTE FOR GENDER EQUALITY

2 More information about the conference is available at <http://www.fao.org/europe/events/detail-events/en/c/461793/>.

2.

Gender equality and gender mainstreaming as fundamental principles of the European Union

[Gender equality] refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and a precondition for, and an indicator of, sustainable people-centred development (EIGE, 2017b, section G).


Gender equality is a founding and fundamental value of the European Union (EU), and as such it is a central EU policy objective. The fundamental principle of gender equality was first declared in the 1957 Treaty of Rome. This treaty, which established the European Economic Community, introduced the principle of equal payment for women and men (European Commission, 2016a). Since the 1970s, a series of directives have shaped the work towards gender equality in various fields, with particular attention to equal access to education, employment, economic opportunities, decision-making and social security, among others. In 1997, the Treaty of Amsterdam established that the promotion of equality between women and men was one of the fundamental tasks of the EU and introduced the principle of gender

mainstreaming for the first time (European Union, 1997).

Today, equality of treatment and equality of opportunities between women and men are established in articles 2 and 3 of the Treaty on European Union (2007) and articles 8, 153 and 157 of the Treaty on the Functioning of the European Union (2007), giving a new impulse to gender mainstreaming both in internal politics and in the EU's external relations. The European Institute for Gender Equality (EIGE) was established in 2007 as an autonomous body of the EU. The institute's mission is "to become the European knowledge centre on gender equality issues" (EIGE, 2016a). Among other key aims, it works to promote and assist gender mainstreaming within all EU policies and resultant national policies. The institute states that:

Gender mainstreaming has been embraced internationally as a strategy towards realizing gender equality. It involves the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination (EIGE, 2016a, para 1).

In 2010, the European Commission adopted the *Women's charter*, which emphasized gender mainstreaming in all policies. In the second *Pact on Gender Equality (2011–2020)* adopted by the Council of the EU, the council



calls on member states and the EU to close the gender gap in employment, fight against segregation in the labour market, promote better reconciliation between work, family and personal life for women and men, and fight all forms of violence against women.

The EU approach to gender equality stands on three pillars (European Commission, 2016a):

1. Equal treatment legislation
2. Gender mainstreaming
3. Specific measures for the advancement of women

Since 2010, the European Commission has laid down five priority areas for action to achieve gender equality. The current document on strategic engagement for gender equality 2016–2020 emphasizes:

- Increasing women's labour-market participation [...]
- reducing the gender pay, earnings and pension gaps, thus fighting poverty among women;
- promoting equality between women and men in decision-making;
- combating gender-based violence and protecting and supporting victims; and
- promoting gender equality and women's rights across the world (European Union, 2016, p. 9).

Furthermore, in the EU *Joint staff working document on Gender Equality and Women's Empowerment 2015*, the EU places the empowerment of women and girls at the centre of its external actions between 2016 and 2020 in four pivotal areas:

- Ensuring girls' and women's physical and psychological integrity;
- promoting the economic and social rights / empowerment of girls and women;
- strengthening girls' and women's voice and participation;
- shifting the Commission services' and the EEAS' institutional culture to more effectively deliver on EU commitments (European Commission, 2015, p. 4–5).

The EU also works towards the accomplishment of gender equality within the 2030 Agenda, with both internal and external actions (European Commission, 2016). These strategic commitments are of particular relevance for those countries with pre-accession assistance (IPA) and neighbourhood programmes (ENP), many of which are also actively engaged with FAO. The high-level conference organized by FAO in collaboration with EIGE – *Promoting socially inclusive rural development in Europe and Central Asia: Action for the 2030 Agenda* – is an example of joint efforts towards this same goal.

Gender equality in agriculture and rural development in the European Union

In the European Union, agriculture, rural development and forestry programmes are implemented under the Common Agricultural Policy (CAP), established in 1957 by the Treaty of Rome with the objective of increasing agricultural productivity to ensure food availability in its member countries, and a fair standard of living for the agricultural community. The EU CAP is currently undergoing reform (CAP reform 2014–2020) to generate more intelligent, sustainable and inclusive growth and to successfully respond to the complex economic, environmental and social challenges of the sector (European Commission, 2016b). The objectives of the CAP Reform are viable food production, sustainable management of natural resources and balanced territorial development (ibid.).

The 2011 *Resolution of the European Parliament on the role of women in agriculture and rural development* (2010/2054 (INI)) calls for the incorporation of the principle of gender equality into the CAP to stimulate sustainable economic growth and rural development. The resolution emphasizes the need to address the issues of women's outmigration from rural areas through: enabling acceptable living conditions; creating adequate development opportunities for women; improving infrastructure and social services in rural areas; supporting e-business; introducing pro-women European Agricultural Fund for Rural Development measures; building databases on women's economic and social situation; and harnessing women's business potential (European Parliament, 2011).

The CAP reform has been simplified in

order to become more effective. One of its reforms is based on Regulation 1305/2013 of the European Union and of the Council that addresses gender issues within the policy field, as the following articles demonstrate:

Article 7 – Thematic sub-programmes: States may include within their rural development programmes thematic sub-programmes that address specific issues and are especially related to, inter alia, young farmers, small farmers, mountain areas, [...] and women in rural areas.

Article 9 – Ex-ante conditionalities: General ex-ante conditionalities shall apply to the EAFRD programmes. Among them, the ex-

Fostering innovation

The Committee of Professional Agricultural Organizations and the General Committee for Agricultural Cooperation in the European Union (Copa and Cogeca) have provided the European Innovation Award to women farmers who lead innovation within the European Union since 2012. The jury is comprised of experts from the Directorate General of Agriculture and Rural Development of the European Commission, from the European Economic and Social Committee, a member of the European Parliament, the Chair of the Women's Committee and the Secretary General of Copa and Cogeca. In 2016, the fourth European Innovation Award ceremony for women farmers was titled Women farmers as drivers of innovation and green growth in the European Union. There were five winners from Hungary, Ireland, Italy, the Netherlands and Sweden (EESC, 2016).

ante conditionality on gender which should ensure the existence of administrative capacity for the implementation and application of Union gender equality law and policy in the field of ESI funds (OJ, 2013, no page number).

As documented during the research conducted for this publication, this ex-ante conditionality has had a significant impact on triggering efforts by member countries to develop and consolidate national gender equality machineries and networks. It is a key success factor in the professionalization of gender equality experts in rural and agriculture development, and the systematization of gender mainstreaming.

The EU Rural Development Programme (RDP) 2014–2020, which is pillar 2 of the CAP, sets out six priorities. Most of the gender equality-focused programmes and projects are implemented under the RDP, where priority 6 is particularly relevant from a gender perspective (see Table 2 for more information on the priorities). As will be discussed in greater detail, the EU Rural Development Programme has become an effective tool for overcoming socially constructed and rigid gender roles that limit women’s access to opportunities and move towards more equitable rural societies (Oedl-Wieser, 2014). One of its major documented achievements has been the LEADER approach.

Table 2: Priorities of the EU’s Rural Development Programme (2014–2020)

1. Fostering knowledge transfer and innovation in agriculture, forestry and rural areas
2. Enhancing farm viability and the competitiveness of all types of agriculture in all regions and promoting innovative farm technologies and sustainable management of forests
3. Promoting food chain organization, including processing and marketing of agricultural products, animal welfare and risk management in agriculture
4. Restoring, preserving and enhancing ecosystems related to agriculture and forestry
5. Promoting resource efficiency and supporting the shift towards a low-carbon and climate-resilient economy in the agriculture, food and forestry sectors
6. Promoting social inclusion, poverty and economic development in rural areas

The compulsory quota of a minimum of 40 percent of each of the sexes in local action groups (LAGs), and the rule of considering the needs of both women and men within

LAG initiatives, have made this tool a crucial factor in the success of gender mainstreaming in the Rural Development Programmes of their member countries.

The LEADER approach as a key tool for advancing towards gender equality in agriculture

LEADER, the French acronym for Links between actions for the development of the rural economy, is a European Union programme implemented under the national and regional Rural Development Programmes (RDPs) and co-financed by the European Agricultural Fund for Development (EAFRD) and the member countries. It started in 1991 and aims to support bottom-up rural development projects that revitalize rural areas through decent livelihoods and employment creation. LEADER projects are managed by local action groups (LAGs) in rural areas. During the period 2014 to 2020, the LEADER method is being implemented by 2 600 LAGs, covering over 54 percent of the EU's rural population (European Commission, 2017).

This research has found that many local projects with a gender equality focus implemented in EU member countries are funded by the LEADER programme. The programme supports bottom-up rural development projects, encouraging experimentation in rural development, supporting cooperation between territories, and forging links between rural areas through the exchange of expertise and experience.

Within the programming period of 2014–2020, the LEADER approach was extended under the broader term of community-led local development (CLLD) to other development funds, including the European Maritime and Fisheries Fund. The Guidance on CLLD in European Structural and Investment Funds emphasizes that the funding can be used, among other things, for:

Promoting equality between men and women in access to employment and career progression, by combating gender stereotypes in education and training, reducing gender-based segregation in the labour market, developing female entrepreneurship and promoting reconciliation of work and personal life for men and women (European Commission, 2014, p. 15).

The LEADER approach: an example from Lithuania

During the implementation of the Rural Development Programme (RDP) of Lithuania for 2007–2013, a total of 51 local action groups were created under the European Union's LEADER approach. These 51 LAGs covered 99 percent of all rural areas. Within LEADER guidelines, the governing bodies of the LAGs cannot have more than 60 percent of each of the sexes, so particular attention was paid to ensuring that both women and men were effectively engaged.

A total of 3 219 local projects have been undertaken by the LAGs. Work has included:

- The establishment of 144 new businesses;
- The creation of 278 workplaces (74 for women, 204 for men);
- The implementation of 156 youth projects;
- The establishment of 583 community centres;
- The maintenance of 548 public spaces;
- The delivery of 57 cooperation projects and 3 122 educational and informational events;
- Attendance at 130 international events.

The Ministry of Agriculture continues to implement the EU horizontal principal on gender equality in the framework of the Lithuanian RDP 2014–2020 within the EU programming period of 2014–2020. In particular, gender mainstreaming is implemented by:

- Involving NGO representatives and persons responsible for equal rights issues in the Monitoring Committee of the RDP of Lithuania 2014–2020;
- Considering gender equality measures as a condition during project selection procedures;
- Integrating monitoring of the horizontal principles, including gender, into the general monitoring system of the projects.

SOURCE: FAO & EIGE, 2017.

Gender equality in fisheries and aquaculture policies in the European Union

Women play a key role in the EU fisheries and aquaculture sector as contributors to family businesses, employees and entrepreneurs. Within family enterprises, men are mainly regarded as the managers and women as spousal contributors. Women often conduct most of the onshore business tasks, such as liaising with banks and administrative bodies, negotiating with professional organizations and book-keeping, fish selling, net mending and hook preparation, and on top of this, conduct the domestic and care activities that still heavily fall on women's shoulders (Britton, 2012; Vervaele, 2013 cited in Frangoudes, 2013, p. 25). While it is acknowledged by these women and their families that the onshore work saves an important amount of money for the family, it is rarely identified as economically productive work, not even by the women themselves (Frangoudes, 2013). Employees and independent women fishers are also present in the sector, typically conducting the same type of onshore activities (Frangoudes et al., 2008).

In the 1990s, many women fishers' organizations emerged in the EU in response to women's invisible work in the sector. Many of these grassroots organizations and their national (where these existed) and international networks fought primarily for a legal status where the work of women spouses in family businesses was formally recognized, thereby making social protection available to them. At the EU level, this access to social protection was established in 2010 (see Article 17, Directive 2010/410/EU). In addition to the associations representing the rights of women as spouses, other types of associations were established to serve the interests of women in paid employment and the formalization of women's activities undertaken within the sector. These types of local associations are mainly found in Spain, such as the Galician *Mariscadoras* (shellfish gatherers) and the *Rederas* (net menders). The formation of these associations was unique across Europe and has been a success story at the local level. The professionalization of the work of women shellfish gatherers allowed them to become formally registered and improve the management of their stocks, while net menders began to access paid employment via their organization (Frangoudes et al., 2008; Frangoudes, 2013).

However, women's organizations in the EU are currently experiencing financial challenges and some organizations that do not receive governmental support are disappearing (Frangoudes, 2013). In response to this challenge, the 2014 European Parliament resolution on developing the role of women in fisheries urged the Commission to:

- Strengthen the collection, use and dissemination of sex-disaggregated statistics in the [...] sector;
- Legally and socially recognize women's role and particular tasks undertaken by women in the sector;
- Support financially the establishment of women's associations through national and European women's networks; and
- Strengthen women's effective participation in decision-making in both public and private sectors (European Parliament, 2014b).

In order to address these challenges, the EU Fisheries Policy (including strategies, funds and regulations) makes very clear and strong commitments towards achieving gender equality and women's empowerment in the sector. The European Maritime and Fisheries Fund (EMFF) establishes that:

- The Union should, at all stages of implementation of the EMFF, aim to eliminate inequalities and promote equality between men and women, as well as to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation (European Parliament, 2014a, point 8).

3.

Country case studies







PICTURE 2: A RURAL AUSTRIAN LANDSCAPE © UNSPLASH / J. GRANDINET

AUSTRIA

A comprehensive approach
to gender mainstreaming:
Establishing a working group
for gender mainstreaming
to advance gender equality
in rural areas and within
the Federal Ministry of
Sustainability and Tourism

Statistical overview, Austria

			
POPULATION, MILLIONS	GENDER INEQUALITY INDEX RANKING (2015)	PERCENTAGE OF THE POPULATION RESIDING IN RURAL AREAS	MAIN AGRICULTURAL PRODUCTS
8.75	14	43.90	CEREALS, OILSEED, ROOT CROPS

SOURCES: UN, NO DATE; UNDP, 2016; WORLD BANK, 2016; FAO, 2017A.

Due to official elections in December 2017, the Federal Ministry of Agriculture, Forestry, Environment and Water Management (BMLFUW) was renamed as the Federal Ministry of Sustainability and Tourism (BMNT) on the 8th of January 2018. For the first time, the agricultural ministry in Austria is led by a woman. Any information about the BMLFUW refers to the former structure of the ministry.

Austria is a landlocked country in Central Europe and has been a member of the European Union since 1995. The country is governed by a federal parliamentary republic (European Union, 2017a). In relation to gender issues, the Austrian Federal Chancellery, and more specifically, the Federal Minister within the Federal Chancellery for Women, Families and Youth, focuses on gender equality. Additionally, separate departments to address gender equality issues and concerns exist in all of the nine Austrian states (EIGE, 2017a).

In Austria, gender mainstreaming in administration and public policy-making started as early as in 2000 and this work has greatly intensified over the years (Oedl-Wieser, 2014). In order to implement gender mainstreaming at federal level, an Inter-Ministerial Working Group for Gender Mainstreaming was set up in 2000. Soon after in 2002, following a cabinet decision, a Gender Mainstreaming Work Programme

was created and working groups were established in all ministries. The work programme contained the requirement to carry out gender mainstreaming projects in each ministry, as well as the collection of sex-disaggregated data (EIGE, 2016d). The inter-ministerial working group has also developed several guidelines and codes of practice for use by the employees of federal ministries. In recent years, it has focused on integrating gender goals into outcome-oriented public management (EIGE, 2016d; BMLFUW Working Group for Gender Mainstreaming, personal communication, 2016).

Gender budgeting: Hand in hand with these changes towards management by outcomes, in 2013 – when the second phase of budget reform was completed – gender budgeting became a constitutional principle. Gender dimensions are now considered at all budget management levels including strategy reports (medium term), budget chapters and global budgets.

The reform emphasizes that the implementation of gender mainstreaming in budgeting requires gender analyses, the definition of external and internal specific objectives and activities and gender-sensitive monitoring. The law also prescribes that one of the five outcome objectives defined by each budget sub-division must be gender equality focused (Steger, 2013). These objectives must also be informed by the Austrian equality strategy and its National Action Plan. In the case of the Federal Ministry of Sustainability and Tourism, and within the framework of the Austrian Rural Development Plan, gender-specific outcomes are focused on increasing labour opportunities for rural women.

The mandatory gender analyses allow for the establishment of baselines and the development of indicators upon which interventions are monitored and success is measured. These analyses and studies have cast light on existing gender inequalities in rural areas, and have allowed for better targeted and impact-oriented planning, implementation and evaluation. Ongoing monitoring and annual evaluation provide the opportunity to fine-tune projects and to effectively plan for forthcoming interventions.

Gender-responsive budgeting is seen by the Federal Ministry of Sustainability and Tourism (formerly the Federal BMNT Ministry of Agriculture, Forestry, Environment and Water Management prior to 2018) as one of the main success factors of gender mainstreaming (FAO and EIGE, 2017). The budgeting process was implemented using an impact-oriented approach and by defining mandatory equality objectives at all budget-levels.

Working groups on gender mainstreaming were created in all ministries to facilitate its implementation.

The Working Group for Gender

Mainstreaming of the Federal Ministry of Sustainability and Tourism (hereafter, the working group) was set up in 2002 to support the ministry in implementing gender mainstreaming as an “action strategy” in all policies and projects and at all levels. The working group’s core task is to ensure and safeguard equality between women and men in all areas of the ministry in accordance with its resources.

The task of the working group’s members is to implement gender mainstreaming in their respective fields of work and to act as a contact and information person for employees. Every ministry has a working group whose task it is to ensure gender mainstreaming within ministry work. The working group in the BMNT currently has 20 members: 16 women and 4 men. One member works full-time specifically for the group, while the others serve as volunteers alongside their regular jobs (BMNT Working Group for Gender Mainstreaming, personal communication, 2018). All departments and hierarchical levels are represented to ensure that as many sub-groups’ interests are covered as possible.

This working group meets four times a year to reflect on strategies and ongoing projects and to plan individual and joint action (BMLFUW, 2016a). The group reports to the Secretary General, the Federal Minister’s Office and to the Inter-Ministerial Working Group for Gender Mainstreaming. It also closely advises the Minister’s Office. Since



PICTURE 3: THE WORKING GROUP FOR GENDER MAINSTREAMING
AT THE FEDERAL MINISTRY OF SUSTAINABILITY AND TOURISM ON 01 MARCH 2018 © BMNT

2010, the working group has received some funding, although the budget for each event needs to be requested by the group's chairperson and negotiated with the ministry (Oedl-Wieser, 2014).

In close collaboration with the Equal Treatment Working Group and the Federal Minister's Office, the working group has formulated a Gender Strategy (BMLFUW, 2015) that: (1) establishes gender mainstreaming in all decision-making processes; (2) commits to raising the awareness of all staff; and (3) aims to increase the internal and external visibility of the gender mainstreaming process. Along these lines, the Activity Report defines priority activities and regularly feeds back on achievements. The report serves as a tool for communication and cooperation with internal and external partners and is published both online and on the intranet.

The priority activities of the working group include (BMLFUW, 2015; BMLFUW Working Group for Gender Mainstreaming, personal communication, 2016):

- awareness-raising and sensitization among ministry staff and related institutions;
- elaboration of thematic sex-disaggregated data and production of related publications;
- contributions to a database compiling information about women experts;
- pilot projects on gender budgeting and gender mainstreaming in public procurement;
- guidelines on gender-sensitive language; and
- project development across policy areas where a gender focus was unimaginable before, for example, an award-winning project on the role of women in climate protection.

Gender sensitization and awareness raising

The Working Group for Gender Mainstreaming is very active in organizing events dedicated to gender equality issues, as a strategic approach to sensitizing and gaining the support of colleagues, including the authors of regulations, policy-makers, project developers and implementers. Capacity development is also provided in different forms to specific groups of employees. The working group organizes in-house seminars and training for newcomers, contributes to summer festival activities, celebrates International Women's Days (IWD) and Men's Days and encourages informal networking meetings among women (BMLFUW, 2016a). The presence of the Federal Minister in events organized by the working group, such as International Women's and Men's Days, underlines the importance of gender work within the Ministry and makes the event even more attractive to staff (BMLFUW Working Group for Gender Mainstreaming, personal communication, 2016).

The Federal Ministry of Sustainability and Tourism has a long tradition of celebrating International Women's Day as a thematic event. The two most successful activities in recent years have involved addressing the promotion of women's enrolment in

MINT studies (Maths, IT, Natural Sciences and Technology) and women's role in climate protection. However, transcending this somewhat conventional approach to gender equality, the ministry also celebrated International Men's Day (IMD) in 2015, to call attention to the complex nature of gender issues. The core theme of the 2015 IMD was men's health. A gender medicine specialist spoke about differences in anatomy and manifestations of illnesses in women and men, and the socially constructed gender-based practices that have different impacts on women's and men's health. This keynote lecture was followed by an expert discussion on the risk factors of cardiovascular disease, depression, addiction, eating habits and preventive medicine (BMLFUW Working Group for Gender Mainstreaming, personal communication, 2016).

As a follow-up to the event, the ministry published the booklet *Women are (eat) different(ly) to men*, which provides information about gender-specific eating habits and the nutritional status of both sexes in Austria. It offers behavioural and physiological explanations for these differences, as well as a compilation of essential dietary recommendations.

Gender differences in food consumption

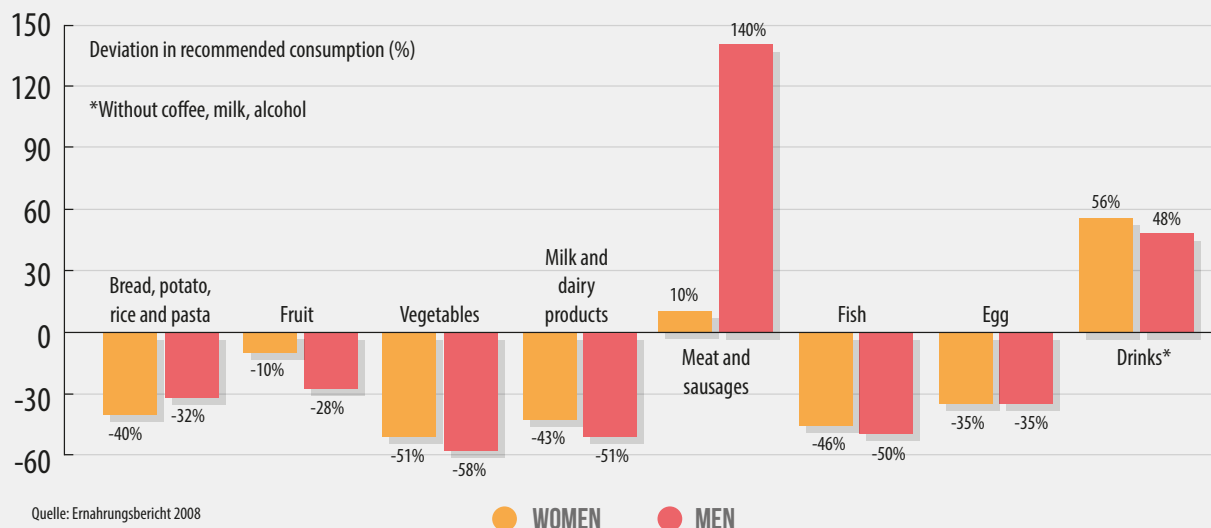


FIGURE 1: THE CONSUMPTION OF FOOD / TYPE OF FOOD BY AUSTRIAN WOMEN AND MEN

(FIGURE REPRINTED FROM MAIERHOFER, PULTZAR AND WOLF, 2016, P. 11).

Excerpt from Women are (eat) different(ly) to men

Women and men differ in their energy and nutrient needs, and in their eating behaviour. Austrian men do not eat sufficient amounts of vegetables and fruits. Meat and sausage products are too popular, particularly among men. Both women and men should increase their milk and dairy product consumption. An important point for both is to engage in buying seasonal and regional groceries (Maierhofer, Pultzar and Wolf, 2016, p. 11).

Since 2015, **ministerial law courses for new staff** have also included a gender mainstreaming and equal treatment training module. The module introduces the Working Group for Gender Mainstreaming, ongoing and completed gender projects, and the differences and commonalities in gender mainstreaming and equal treatment. In addition to the information that is provided, the module trains participants in the gender-sensitive drafting of texts, articles and emails and highlights opportunities for gender mainstreaming in their practical work (BMLFUW, 2016a).

Lifelong learning is accessible to all ministry employees. Gender-sensitive analysis is completed annually on course attendance, course duration, course content and attendees' types of job (full or part time). Data is analysed in a longitudinal and sex-disaggregated manner to identify specific needs and / or target groups. Ministry employees are offered special courses at the Federal Academy for Public Administration in gender, public procurement, media appearances and organization of events, among other topics (BMLFUW, 2016a).

Gender equality in employment and working life within the ministry

The results of the last evaluation carried out in August 2017 demonstrate the following: the ministry has one secretary-general, six directors-general, two central department directors and 52 heads of department. Overall, the ratio of men to women is 373 to 524, however, figures differ significantly in accordance with the level of hierarchy. While there are 31 men and 21 women (40 percent of women) at department management level, at top management level there are five men and only one woman (BMLFUW, personal communication, August 2017).

While sex-balance among managers has not yet been achieved, the ministry is committed to equal treatment of employees, for which

a number of institutional mechanisms have been established to safeguard and improve equality in employment. One of these mechanisms is the **Equal Treatment Working Group**. Whereas the Working Group for Gender Mainstreaming focuses on strategic processes, the Equal Treatment Working Group aims to protect employees from discrimination on an everyday basis. Officers for Equal Treatment are appointed to ensure the advancement of women and equal treatment of employees irrespective of their ethnicity, religion, belief, age and sexual orientation (Equal Treatment Act, Federal Law Gazette No. 100/1993 cited in BMLFUW, 2016a). Officers for Equal Treatment are designated for a five-year

term. They are self-employed, independent and bound to the strictest confidentiality. According to the Tender Law, they are entitled to attend the meetings of the review board in an advisory capacity (BMLFUW, 2016a). Every second year, a Women's Advancement Plan is elaborated by the Equal Treatment Working Group. This plan is released as a legally binding regulation by the Federal Minister. The regulation sets forth general provisions and a list of personal, organizational and educational measures to: (1) strengthen the proportion of women in areas where they are underrepresented; and 2) implement pro-women measures in tenders, selection processes, and the composition of commissions and advisory and supervisory boards, among others. When the sex distribution target is not achieved, the employer must provide justification and specific suggestions for

addressing this shortcoming (BMLFUW, 2016a).

In addition to these mechanisms, various initiatives have recently been implemented by the two working groups to improve equality in working life. In 2015, the ministry successfully completed the Work and Family Audit led by the Austrian Federal Ministry of Families and Youth and received the **Certificate for family friendly companies** (BMLFUW, 2016a). The fields under review were the information and communication policy, the leadership culture, services for families, health-promotion measures and care. The certification obliges the ministry to undertake further action for improving family friendliness in these areas. These are shown in the following table (BMLFUW Working Group for Gender Mainstreaming, personal communication, 2016).

Table 3: Progress of the implementation of family-friendly activities

Public relations include "work and family life" – for example, certificate logo on web, emails, roll-ups	✓
Information transfer: employment law, writing and publishing articles on gender, equal treatment, work and family, appointing competent contact persons	✓
Opening of a kindergarten: 65 places	✓
Holiday childcare: offers during the summer months	✓
Temporary short-term occasional telework, for example, due to care for close (elderly) relatives	– 2017
Securing knowledge through strategic HR management and development	✓
Reconciliation of work and family life in leadership processes and tools	– 2017

The reconciliation of work and family life has been long promoted by the ministry via teleworking spaces. Teleworking started as a pilot project with only 5 places in 2000.

By 2017, there were a total of 150 spaces available and both women and men can request teleworking – equally considered. A total of 140 telework spaces are occupied by

97 women and 43 men (BMLFUW, personal communication, August 2017). This number varies based on annual evaluation and actual demand. Teleworking is mostly granted to those with care responsibilities and to commuters, but factors such as the suitability of the person, type of job and time of travel are always considered. The

ministry recognizes that flexible work arrangements are needed at key times across a person's life, not just in parenthood. That is why the 2016 International Men's Day tackled this issue and there are ongoing discussions about further arrangements for those who care for elderly people in their families (BMLFUW, 2016a).

FEMTech is a database of women experts, primarily based in the natural sciences and technology. The database currently accommodates the profile of 1 908 women experts from diverse areas of specialization, including gender research, the forestry sector and wood industry, biology, interdisciplinary natural sciences and energy. The BMNT promotes the database of women experts at all events, and professionals are actively encouraged to register on the site. Registered experts are invited to give speeches and lectures, to develop joint projects and to join expert committees. Thus, FEMTech offers a platform for women to be active agents of their own career development (BMLFUW 2016a; FEMTech, 2017).

Working for inclusive decision-making

An evaluation of the 2007–2013 European Union (EU) programming period found that the lack of rural women's participation in political and rural development decision-making in Austria was a persistent issue (Oedl-Wieser, 2014). Despite the important role of women farmers in Austrian agriculture, and their strong national organization – the Working Group of Austrian Women Peasants (in German, ARGE Österreichische Bäuerinnen) – the

participation of women in relevant decision-making bodies is still very low (Oedl-Wieser, 2014b).

All nine Austrian Chambers of Agriculture are headed by male presidents. Out of 13 vice-presidents, five are women (Lower Austria, Salzburg, Styria, Tyrol and Vorarlberg). The heads of the Chambers of Agriculture are all male, and 80 percent of department managers are men. As shown in Figure 2, the

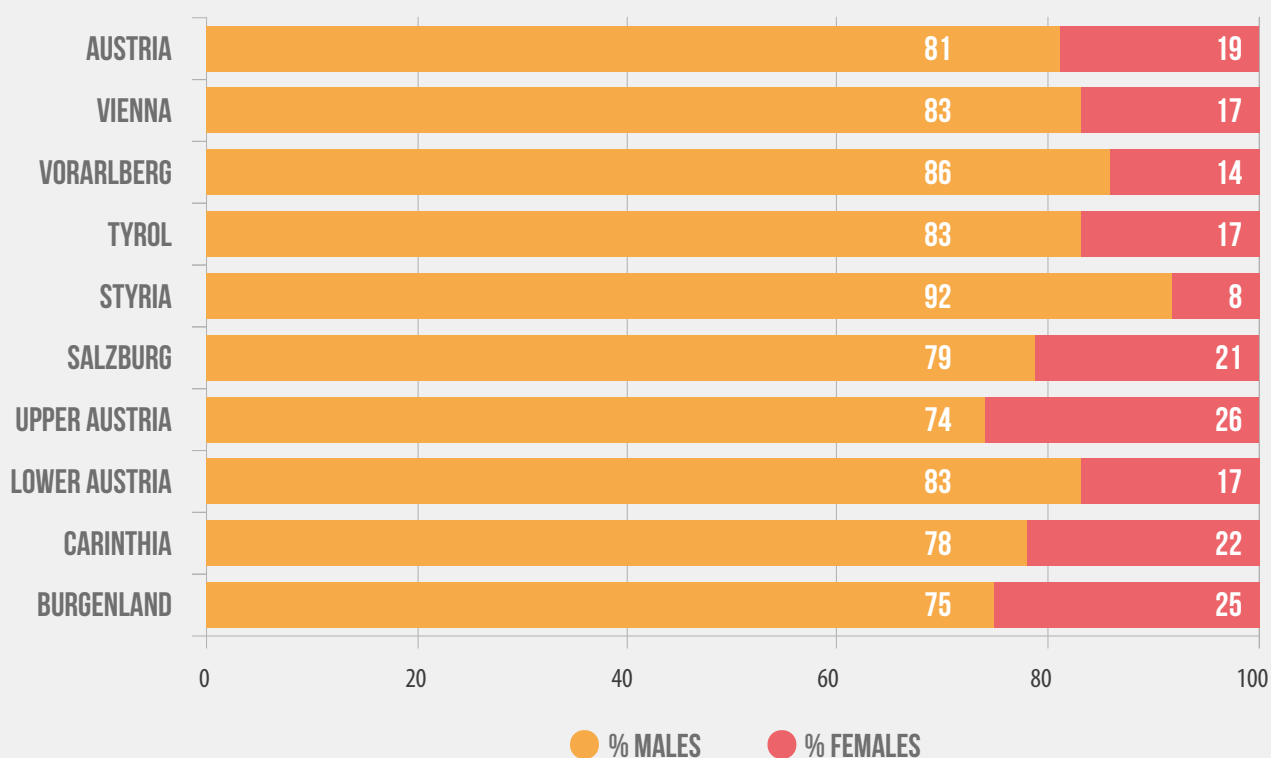


FIGURE 2: SHARE OF FEMALE AND MALE DELEGATES IN AUSTRIAN CHAMBER OF AGRICULTURE ASSEMBLIES

majority of assembly delegates are men as well (81 percent) (T. Oedl-Wieser, personal communication, 2018).

During the 2007–2013 implementation period of the Rural Development Programme of Austria, framed by the European Agricultural Fund for Rural Development of the European Union, massive under-representation of women was observed in the boards of the local action groups (only 3.5 percent of chairs and 12.4 percent of board members were women). According to the mid-term evaluation of the Rural Development Programme, only a very

small share of local projects dealt with equal opportunity issues (Oedl-Wieser, 2014a). Consequently, the ministry established corrective measures that included training in gender competencies for professionals engaged in the implementation of EAFRD and gender mainstreaming in local strategies. The ministry also introduced the “Innovation Award for Equality of the Rural Development Programme 2007–2013” (more information is provided below). Lessons learned from the awarded projects were used in the planning of the current Rural Development Programme 2014–2020 (BMLFUW, 2016b).

ZAMm: Future-oriented motivation in agriculture

The **ZAMm** training programme was created to tackle the dramatic sex-imbalance in public representation at national level. The programme is a joint initiative between the ministry and the Working Group of Austrian Women Peasants (ARGE Österreichische

Bäuerinnen). This working group is a national association that was founded in 1972. Today, it represents the interests of around 130 000 Austrian women farmers (Agricultural chamber of Lower Austria, 2017).

Who knows the goal, finds the way

**Motto of the Working Group of Austrian Women Peasants
(ARGE Österreichische Bäuerinnen)**

SOURCE: AGRICULTURAL CHAMBER OF LOWER AUSTRIA, 2017.

The ZAMm training programme has been implemented through the Agricultural Training Institute since 2009. Two specific groups – women farmers involved in agricultural or municipal decision-making, and women who have specified this as a main career goal – have been selected for the course *Professional agency work in rural areas: Austrian female farmers step forward*. The course consists of five two-day modules on:

1. Personal competence
2. Agricultural economy and policy
3. The landscape of political interests in Austria
4. Leadership competence
5. Public relations

The course also includes a study trip to EU institutions in Brussels. Between 2009 and 2016, a total of 23 courses have been held involving 270 participants, as well as 11 follow-up seminars with a total of 100 participants, and 13 coaching sessions for

those who completed the basic course.

In 2012, the initial training package was complemented by the *ZAMm on the way – training initiative for women farmers*. At present, a wide range of lifelong education modules are offered to women from rural areas who are active in representing the interests of women farmers or of farmers in general. The lifelong education modules include topics such as conflict management, use of social media and protocols in public affairs. Coaching and mentoring are available on a continual basis.

ZAMm has produced a gender equality charter in agriculture, and a political manual for women farmers is currently being prepared. The charter's aim is to remove structural barriers to women's participation and the manual is expected to help empower women to take political action. An evaluation of the impact of the initiative is underway and will be made available in 2017 (BMLFUW, 2016a).

The “Meaningful and successful” management programme

The Federal Ministry of Sustainability and Tourism has identified the significant but often invisible potential of women scientists, entrepreneurs, artists, officials and farmers in rural areas. If these women are trained and empowered, they can effectively take on political or organizational functions (BMLFUW, 2013). Based on these considerations, the ministry initiated the **Meaningful and successful programme** (in German, *Sinnvoll und erfolgreich*). Twenty-five women from different provinces were selected to attend the programme. The training was partly self-financed by participants and had a strong business approach with the aim of enabling participants to develop and lead regional or local projects.

In 2013, a publication was produced to showcase the profile of these women and the projects they had developed as a result of the training. The 25 participants formulated – either in groups or individually – 16 projects on a variety of topics, including integrated infrastructural revitalization of a village, school gardening lessons, regional networking for sustainable economies, integration of isolated migrant women, promotion of local tourism and developing an innovative network of craft artists. The

Training package

An introductory talk to review personal objectives and the following six training modules:

1. **Power strategies and managing with power**
2. **What makes organizations and projects successful?**
3. **Negotiation, conflict and meeting management**
- 4.1. **Information about funding opportunities**
- 4.2. **How can I present my project in the media?**
5. **What strengthens women?**
6. **Professional self-management, work and family**

Plus, two mid-training evaluations and 100 minutes of coaching per participant.

projects were creative, filling development gaps and addressing needs, with special attention to vulnerable groups within local communities. At the time of writing, 30 percent of the projects had been financed (BMLFUW, 2013).



PICTURE 4: PARTICIPANTS OF THE MANAGEMENT PROGRAMME HAVING RECEIVED THEIR CERTIFICATES, 09 DECEMBER 2013 © BMLFUW / BERNHARD KERN



PICTURE 5: PETRA STERL,
THE LANGUAGE GARDEN PROJECT
© ALEXANDRA BRUMMER

Petra Sterl from Admont/Gesaeuse, Steiermark developed the Language garden project. She was inspired by her volunteering experience with immigrants. She has been teaching German as a foreign language to asylum seekers. Her project involves the cultivation of vegetables with both migrants and locals working together on municipal land, which is divided into individual and communal areas. While carrying out manual work and producing food for themselves and the community, migrant participants are able to converse with locals and among themselves in an informal and semi-formal manner. Once a week, a language teacher supervises this exchange and official German classes are held for migrants in a seminar room. The project's effects are manifold and include: (a) producing food for individual and communal consumption, (b) learning German, and thus integrating into the local community and (c) intercultural exchange in agriculture (kitchen-gardening) and beyond (BMLFUW, 2013).

Enhancing women's participation in regional and local measures and initiatives

The project **Equal opportunity in rural regions – women decide** was awarded the first prize in the “Innovation Award for Equality of the LEADER Programme 2007–2013”. The women's counselling centre KoKon (Advice and Education for Women) in Pongau, Salzburg, developed a training programme for rural women with the long-term aim of strengthening women's participation in rural development-related decision-making processes in the province. The programme is made up of the following modules (BMLFUW, 2016a):

1. Practising politicians mentor participant women, starting or planning to start a political career
2. Interviews are conducted with experienced women politicians, and specific workshops are held on “women in politics”
3. Young women teach 40+ women about digital media and Web 2.0
4. Gender issues are presented via a Gender Cabaret to gain wider social support by using humour as a tool for changing attitudes

The **Gender Cabaret** was prepared by a group of five women under the guidance of a theatre pedagogue. The group performed the cabaret

five times to a total of 380 guests. The cabaret was very well received and proved to be a strong and innovative awareness tool. The cabaret group published a DVD about the initiative to enable the transfer of the concept to other regions. At a local scale, the project proved to be successful within its first and second components as well. Several project participants were elected to the municipal council: one was elected to the Salzburg Landtag (provincial council) and two women from the executive board of the project were elected to the National Council (T. Oedl-Wieser, personal communication, 2017).

Based on the experiences of LEADER 2007–2013, a range of measures and projects have been introduced to address the underrepresentation of women in decision-making (BMLFUW, 2016a):

1. A compulsory one-third quota of women in project appraisal advisory groups was established as prerequisite for local action groups (LAGs) to enter into tendering procedures.
2. Currently, 48 percent of all LAG managers are women, compared with approximately 30 percent in the previous Rural Development Programme cycle. This change may be the result of



PICTURE 6: LOGO OF THE BMNT WORKING GROUP FOR GENDER MAINSTREAMING © BMNT

- previously implemented measures.
3. In the SWOT (strengths – weaknesses – opportunities – threats) analysis, local development strategies were required to take into account:
 - a) The distinct development needs of women and men of different populations and age groups,
 - b) Existing structural, economic or social disadvantages, and
 - c) whether women and men of all population groups are positioned equally to actively shape the respective development area.
 4. In order to encourage the equal representation of women and men, there are a number of ongoing projects under the LEADER 2014–2020 initiative, for example, in competence enhancement and mentoring.

To find out more information about the Working Group for Gender Mainstreaming at the Federal Ministry of Sustainability and Tourism visit the website's homepage, available at <https://www.bmnt.gv.at/ministerium/dafuer-stehen-wir/gender.html>.

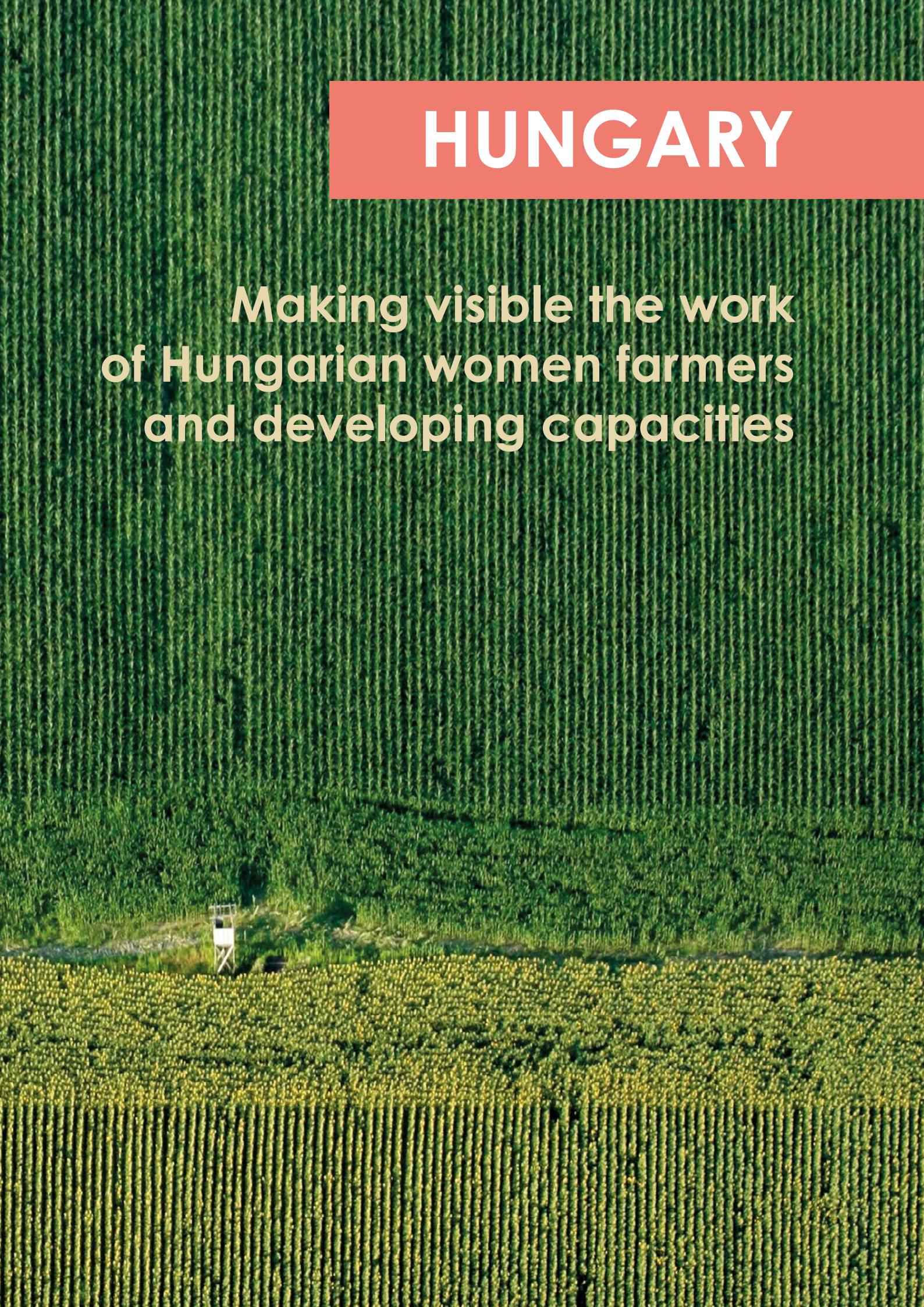








PICTURE 7: CULTIVATED FIELDS IN HUNGARY © UNSPLASH / T. HAMELIN

HUNGARY

**Making visible the work
of Hungarian women farmers
and developing capacities**



Statistical overview, Hungary

			
POPULATION, MILLIONS	GENDER INEQUALITY INDEX RANKING (2015)	PERCENTAGE OF THE POPULATION RESIDING IN RURAL AREAS	MAIN AGRICULTURAL PRODUCTS
9.82	49	22.90	ANIMALS AND ANIMAL PRODUCTS, PLANTS

SOURCES: MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT, 2008; UNDP, 2016; FAO, 2017C; WORLD BANK, 2017A.

Hungary is a landlocked country located in Central Europe. It has been a member of the European Union since 2004. The country is a parliamentary republic and holds 21 seats in the European Parliament (European Union, 2017b). Since its accession, Hungary has synthesized gender mainstreaming policies onto the national agenda, best reflected in the New Hungary Development Plan (EIGE, 2017c).

Women make up 41 percent of food industry employees and 38 percent of the agricultural labour force in Hungary (KSH, 2015). They also play a significant role in family farming, providing 27 percent of agricultural holders and almost 70 percent of members of family farms (KSH, 2013). While sex-disaggregated data are not available on the share of women among small-scale and organic food producers, experts estimated that the proportion of women was higher than 50 percent (K. Kujáni, O. Dene, personal communication, 2016).

Women are effectively represented in farmers' associations at the national level in Hungary. The executive committee of the **National Association of Interest Representations for Small-scale Producers and Service Providers** consists of five women and two men, while all members of its monitoring committee are women. Around 65 percent of the member associations are led by women (Kislépték, 2016). The Research Department of the Ministry of Agriculture of Hungary (FM) has continuous cooperation with women innovators, many of whom have been identified as promoters of small-scale or organic production in their regions. The Ministry of Agriculture works to give visibility to these women and incorporates examples of their practices in capacity development activities (K. Kujáni, personal communication, 2016). The following pages provide examples of women innovators, identified by the ministry for this report (Ministry of Agriculture of Hungary, 2017).



PICTURE 8: TRADITIONAL ORGANIC FARM, RENDECK TANYA © TAMÁS FERENC

Olga Rendeck is the holder of a traditional organic farm, Rendeck Tanya, in the nature reserve of Kiskunság. She and her family – four generations living and working together – have preserved and promoted the traditional and sustainable agriculture of their region, while producing and innovating with certified organic food. They raise organic traditional Hungarian breeds (managlica pigs, racka sheep) and produce and process native organic fruit and vegetables. The farm has diversified in many ways. Olga and her family operate a traditional farmstead museum within their holding that exhibits the traditional lifestyle of the Kiskunság Region through its architecture, artefacts and foods. The farm itself is a demonstration farm, where education programmes for elementary and secondary school students take place and a learning pass has been established. The courses focus on traditional production and food processing, while offering an opportunity for participants to experience life on a self-supporting farm. The farm has received several national and international awards, including Henry Ford and Slow Food awards. Currently, Olga's daughter, Anikó Rendeck, receives government funding as a young farmer (EU Agricultural and Rural Development Fund) to further develop the organic farm (Rendeck Ökogazdaság, Tanyamúzeum, 2016).³

³ The farm's website is available at http://www.okomuzeum.hu/angol/informaciok/rendek_ecofarm_farmhouse_museum/1/1/1/1/.

PICTURE 9:
STUDENTS LEARNING AT THE ORGANIC
TRADITIONAL FARM, RENDEK TANYA
© ANDRÁS TORNOCZI



PICTURE 10: AKLI MANOR SITE © EIGER ERVIN

Eszter Vajda recently bought and moved into a one-thousand-year-old, partly-ruined manor house in the Bakony hills. Akli Manor is a protected monument and is a Cistercian grange built in the baroque style. It includes all of the features of an 18th and 19th century manorial economy, including barns, blacksmithy, stables, a dairy and fruit-drying house and baroque kitchens. The complex is situated in three hectares of land where Eszter and her family keep domestic animals: horses, sheep, pigs and chickens. Their foundation's goal is to reconstruct the building complex as a centre for agricultural and environmental activities. They are also developing an open-air museum, which will exhibit components of manorial agriculture. International summer camps are organized in the manor for young people to gain experience on creative manual work in a natural environment. A Saturday market for small-scale producers has been established on the premises to promote local rural development (Akli Manor, 2016).



PICTURE 11: SATURDAY MARKET AT AKLI MANOR © AKLI MANOR

The work of innovative rural women is being promoted by various civic organizations as well. One prominent organization is the **Hungarian Women's Union**. Among other activities, the union raises the visibility of the work of Hungarian rural women at the International Day of Rural Women.

This event takes place every year in a different emblematic rural area of Hungary. It introduces women-led rural businesses to key

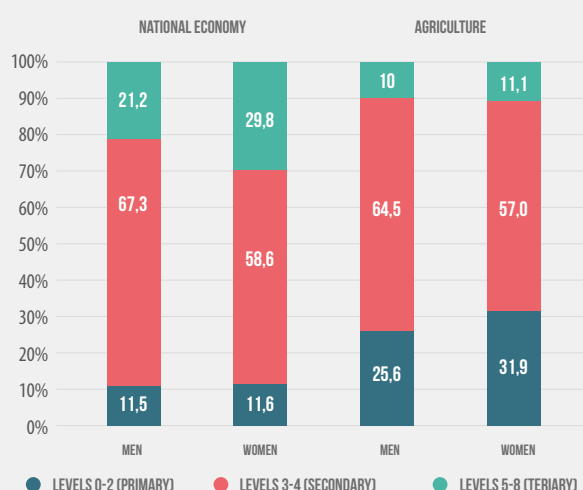
stakeholders, gives visibility to the region and benefits local enterprises. High-level national and international decision-makers, as well as a wide range of rural women's representatives, attend the event each year. Good practices on gender equality and rural development are shared in plenary and technical discussions and field trips to local, women-led farms are incorporated within the programme (MNU, 2016; M. Batthyány-Schmidt, personal communication, 2016).

Developing capacities to enhance women's empowerment and boost rural economies

Low levels of education and a lack of professional training are general challenges in the Hungarian agricultural sector, and these are more pronounced for women. Thirty-two percent of women employed in

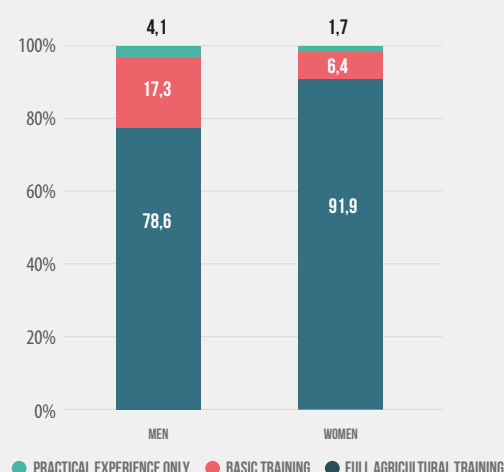
the agricultural sector have only primary levels of education (KSH, 2015) and 92 percent of women agricultural holders have not participated in professional training at all (KSH, 2013).

Figure 3: Employment by gender and level of education, 2011 (%)



SOURCE: KSH, 2015.

Figure 4: Agricultural training level of farm managers, by gender, 2013 (%)



SOURCE: KSH, 2013.

It has been documented that women's access to employment after maternity is difficult in Hungary. Flexible working arrangements are scarce and the share of part-time employment is low, with only seven percent of all women employees working part-time. Women entrepreneurs represent about nine percent of all economically active people in Hungary (KSH, 2015).

The **ÖKOMAMA project** and its training programme – implemented between 2012 and

2014 by the University of Szent István, the Regina Foundation, the Kontakt Foundation and the Kopernikus Network for European Project Development – aimed to address both rural women's low levels of professional training and support new mothers to re-enter professional life. The project targeted young mothers on maternity leave (which in Hungary refers to the three-year period during which parents receive government support). The objective of the project was to train 60 young mothers in organic farming and eco-tourism

and, after graduation, help them to find a job or to develop their own business ideas. The accredited training programme – designed and implemented within the ÖKOMAMA project – was two semesters in length, involving 360 hours of learning taking place on Mondays and Fridays at Szent István University, and consideration was given to the circumstances of the participating mothers. Students had

very different backgrounds. Some of them were recent graduates, while others had no degree but significant practical experience in agriculture. The curriculum was developed by the Agriculture and Environment Department at Szent István University: it is a unique programme and was the first to be taught in such a setting in Hungary (ÖKOMAMA, 2014).

Table 4: Modules from the ÖKOMAMA training programme

STUDY MODULES		HOURS
1.	Management of an organic holding – including: the structure and development of the holding, planning and management of an ornamental garden, use of renewable energy and instalment of related equipment	30
2.	Organic household (HH) – eco-diet, homemade preserves and other foods, HH hygiene, the chemistry of the HH, the HH budget	35
3.	Introduction to organic farming – ecological systems and principles, organic plant production, composting, organic kitchen gardening, organic animal husbandry (e.g. grazing), pesticide-free plant protection, collection and processing of medicinal plants, organic beekeeping and honey management, home-based meat and milk processing	100
4.	Introduction to PR and marketing	15
5.	Basics of entrepreneurship / business administration – business planning, economy of an organic holding, legal aspects of contracting, profiles of social agro-economies, sustainable communities with civil management	50
6.	IT basics	40
7.	Introduction to tourism and regional studies, and rural development – including, for example, fishing, hunting and horse-riding tourism	50
8.	English	40
TOTAL HOURS		360

A study tour to Tuscany, Italy, and additional workshops and conferences were included in the project activities. During the extra-curricular events, childcare facilities were provided to enable the participation of all mothers involved and interested in the programme (ÖKOMAMA, 2014). Since the end of the project, the training course – as an accredited and registered adult professional course – has been open to new applicants.

More than half of the 59 course graduates were reconnected with the labour market (the remaining participants were still on maternity leave at the time of writing): seven women currently work in the field of ecological farming and tourism, nine have acquired the primary producer certificate, and six are engaged in small or individual enterprises. At the time of writing, one of the graduates was in the process of opening an ecological recreation centre, where children can interact with organically-reared animals, participate in excursions and eat organic food. All participants affirm that they have adopted a more environmentally and health conscious approach to their household and farm management (K. Karip, T. Pilcsik, personal communication, 2017).

The **Farm management and rural hospitality course for women** is an accredited educational programme, which – in its current form – has been taught in government technical schools since 1993. Since 2006, the course has been taught both within and outside the public education system, such as in adult education. Within the public education system, the duration of the course is three years and it is subsidized by the government. In adult education, the

length is between 960 and 1 440 hours of study and it is financed by the participants. Students who have successfully completed the course – among many other acquired skills – are able to:

- Plan and manage the animal and plant production of the farm;
- Prepare for sale of, processing (if necessary) and marketing of the produce;
- Repair clothes within the household;
- Prepare a financial plan for the household and the farm;
- Comply with regulations on animal health, animal welfare, environment and labour;
- Develop and manage a rural guesthouse and restaurant (including the provision of outdoor facilities for cooking and eating), prepare traditional food (including food suitable for vegetarians and people with diabetes), safely store food products, carry out selective waste collection, acquire and use up-to-date information on local tourism, organize local and adequate activities for guests, and introduce local folk arts and customs;
- Care for children and the elderly.

In 2016, the Ministry of Agriculture changed the name of the programme to “Family farming course” to avoid the discrimination of men and the strengthening of gender stereotypes by linking these tasks solely to rural women. In 2016 ten public institutes ran the course, all of them under the new name. Between 2013 and 2016, 175 adults were enrolled on the programme, and within the same period, 168 adults successfully graduated (I. Komm, personal communication, 2016, 2017 and 2018).







PICTURE 12: MOUNTAINOUS LANDSCAPE IN SLOVENIA © UNSPLASH / F. DURIS

SLOVENIA

Women empowering
women: working with rural
women's associations



Statistical overview, Slovenia

			
POPULATION, MILLIONS	GENDER INEQUALITY INDEX RANKING (2015)	PERCENTAGE OF THE POPULATION RESIDING IN RURAL AREAS	MAIN AGRICULTURAL PRODUCTS
2.06	6	50.40	CEREALS, FODDER CROPS AND LIVESTOCK

SOURCES: EUROSTAT, 2012A; UNDP, 2016; FAO, 2017D.

Slovenia is a small, Central European country that has been a member of the European Union since 2004. The country joined the Eurozone in 2007 and has eight members in the European Parliament. After World War Two, when women in Yugoslavia gained the right to vote, many measures were introduced to support the economic independence of women. These included paid maternity and parental leave, childcare facilities, and access to reproductive health rights and services. These measures remained in place in Slovenia when the country gained independence in 1991. Slovenia's first gender equality government body, the Women's Policy Office, was established in 1991 and was revolutionary among transition countries in its efforts to underscore the importance of gender mainstreaming. Slovenia's gender mainstreaming initiatives date back to 1996, and the legal obligation for gender mainstreaming was introduced in the Act on Equal Opportunities for Women and Men in 2002. Furthermore, these initiatives were important for the improvement of the social position of rural women in Slovenia, a country in which 50 percent of the population lives in the countryside (EIGE, 2017d; European Union, 2017c).

Family farming is the predominant model of agriculture in Slovenia and 80 percent of all farm land is cultivated in this way. The average size of an agricultural holding is 6.9 hectares. Since this size is mostly insufficient for sustaining the livelihood of the entire holders' family, at least one adult member needs to find additional employment outside the farm and often maintains at least two jobs for a sufficient livelihood (MAFF and ACWS, 2016). This particularly affects women, who need to engage in "off-farm" employment on top of their work on the farm, and also carry out the household chores, childcare and elderly care responsibilities that still fall mainly on women's shoulders. Women farmers are more likely to take on multiple forms of employment than women from other professions, due to a stronger social sense and expectation of intergenerational solidarity, for economic reasons and because of a lack of social services, particularly in remote rural areas (Knežević-Hočevar and Čerňič-Istanič, 2010).

Women represent 80 percent of the labour force engaged in Slovenian food production (Statistical Office of the Republic of Slovenia, 2016). Women farmers in Slovenia manage more than one quarter (28.8 percent) of



PICTURE 13: A SLOVENIAN FAMILY IN THE ORCHARDS © MAFF OF SLOVENIA

agricultural holdings. These managers are on average older than 50 years of age, and work 40 hours per week on the farm. However, only nine percent of agricultural holdings are registered or co-registered in the names of women (MAFF, 2013). Consequently, as research shows (Černilč Istenič and Charatsari, 2017) the gender imbalance in land ownership is accompanied by the predominant view that men are the “authentic” farmers. This is mirrored in the low number of women farmers engaged in agricultural education programmes and extension courses.

One concerning demographic trend is the ageing and masculinization of the Slovenian rural population due to the migration of young people to urban areas, in particular young rural women. The administration has found

it difficult to reach women within the Rural Development Programme (RDP) 2014–2020 of Slovenia within the framework of the European Agricultural Fund for Rural Development. Indeed, 83 percent of beneficiaries of the “Setting up young farmers” initiative are men. This rate is determined by the fact that beneficiaries have to be farm owners and this might also be the main motivation for young women leaving rural areas (MAFF and ACWS, 2016). Additionally, research by Černilč Istenič (2015) shows that the measures to assist young farmers reached family farms that demonstrated better development capacities in terms of economic and demographic conditions. Moreover, these measures did not make a significant contribution to the development of gender equality, as evidenced in the division of labour and decision making on family farms.

In comparison with the previous programme, the 2015–2020 National programme for equal opportunities for women and men of Slovenia establishes a greater emphasis on supporting “disadvantaged and / or excluded groups, such as women from ethnic minorities, women from rural areas [and] women with lower socio-economic status” (Ministry of Labour, Family, Social Affairs and Equal Opportunities, 2016, p. 9). Among

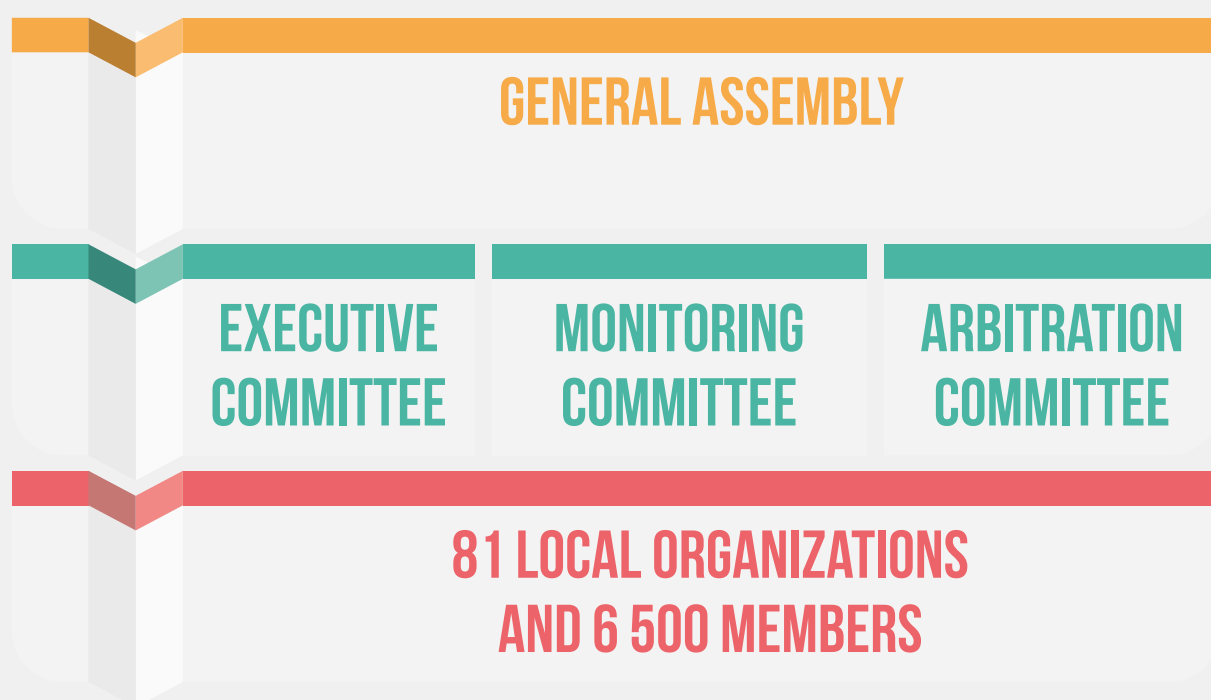
other things, the programme focuses on fostering equal economic independence, the reconciliation of work, personal and family life, fighting gender stereotypes, promoting social inclusion, facilitating equal representation in decision making and combating violence against women (ibid.). The evaluation of this programme will demonstrate its actual effects on the position of rural / farm women.

The Association of Rural Women of Slovenia

The Association of Rural Women of Slovenia has contributed to the advancement of rural women for many years. It provides a social platform for rural women, identifies and addresses their capacity development

needs and plays a key role in shaping agricultural and rural development policies to ensure better access to rural assets. The association is independent, but because of its focus on the interests of rural women,

FIGURE 5: ORGANIZATIONAL STRUCTURE OF THE ASSOCIATION OF RURAL WOMEN OF SLOVENIA © MAFF



it regularly receives government grants and funding. To a large extent, the association helps the government to reach out to rural women.

The Association of Rural Women of Slovenia, established in 1995, is a non-governmental umbrella association that aims to connect, organize and empower rural women and women farmers. It unites 81 local organizations and has more than 6 500 members. The financial resources for its activities are ensured through membership fees, donations and financial support from the government. The association is headed by its president, who is also a member of the Executive Committee, which has between 15 and 19 members. Finances and the implementation of a work programme are supervised by a monitoring committee of five members. The arbitration committee (also five members) is responsible for the settlement of disputes and conferment of awards. The highest body is the General Assembly. Members of the assembly are representatives from the different local associations; the number varies according to the actual number of local association members.

The association provides a comprehensive approach to rural women's economic empowerment, and considers all aspects of economic, social and political empowerment. To this end, the association works in the following five areas.

CO-IMPLEMENTING PUBLIC POLICIES AND RAISING AWARENESS

In cooperation with the Ministry of Agriculture, Forestry and Food, the association is involved in the implementation of the National Programme for Equal Opportunities for Women and Men 2015–2020. In this context, the association

undertakes “two-way awareness raising and sensitization”. It organizes “training of trainer” sessions, workshops and lectures on violence against women, domestic violence and self-esteem for its members, in cooperation with the Association SOS Helpline for Women and Child Victims of Violence. At the same time, it also raises awareness in governmental and non-governmental institutions and among the general public about the contributions, issues and role of women farmers in rural development (MAFF and ACWS, 2016). The association provides the awards for woman farmer and young woman farmer of the year, which are presented to the recipients by the Minister for Agriculture, Forestry and Food. These awards, whose ceremonies are attended by more than 500 guests, are given to women farmers who have provided significant contributions to their farms and their communities (ibid.). The regular publication of a journal and the publication of culinary books and poetry collections are also part of the association's strategy to give visibility to rural women and promote rural livelihoods.

REPRESENTING THE INTERESTS OF WOMEN FARMERS IN DECISION-MAKING

The association prepares its members to engage in the decision-making processes that affect agricultural policy and rural development and supports them to attend a range of political forums at different levels. For example:

- a. The association is actively involved in the work of the Committee for Social
- b. Protection, Farm Families, Rural Women and Rural Youth of the Chamber of Agriculture and Forestry of Slovenia. In its previous mandate it served as chair of the committee.
- c. As a member of the Committee for

Monitoring the Rural Development Programme, the association takes part in the continual assessment of the implementation of the Rural Development Programme of Slovenia 2014–2020.

- d. Since 2017, the association has also been a member of the Agriculture and Rural Development Council, a consultative body of the Ministry of Agriculture, Forestry and Food established by law.
- e. As an invited participant in the consultations on the Slovenia Development Strategy 2030, it influences the set of national priorities selected for the next 15 years.

Having gained consultative status in a large proportion of political and strategic processes concerning the agricultural sector, the association effectively represents the voices of Slovenian rural women (MAFF and ACWS, 2016). In addition to the strictly political forums, the association is often invited to speak on television to share its views on rural development and the situation of rural women in the country and therefore to contribute to public debates.

DEVELOPING THE CAPACITIES OF WOMEN FARMERS

The association educates its members about the European Union and its institutions. More than 100 members took part in a 2016 field trip to Brussels to visit EU institutions and meet delegates. Professional agricultural training is provided to its members and young rural women, the latter of which is a specifically important target group in the context of current demographic trends. Members receive regular expert advice and capacity development through collaboration with the Chamber of Agriculture and Forestry of Slovenia, the Cooperative

Union of Slovenia and the Universities of Ljubljana and Maribor. Recent agricultural training has addressed farm accountancy and diversification of activities in the field of rural tourism (MAFF and ACWS, 2016). The association is also engaged in the capacity development of rural young people and women's organizations in the Former Yugoslav Republic of Macedonia, Croatia and Serbia (ibid.).

CONSIDERING HEALTH AND SOCIAL NEEDS

The association is aware that in rural farming families, it is mainly women who tend to be held responsible for the health of family members. They prepare most of the food that is consumed by the family and they care for the elderly and sick. The association is also conscious that, in many cases, women may have less access to health services than men, especially because of higher levels of job informality among women farmers. Thus, the association holds a national workshop every year addressing topics such as the prevention of diseases, the health insurance system and insurance for women farmers, among others. This annual event is complemented by the delivery of local courses. The association also collaborates with the National Programme for Breast Screening and the National Programme for Prevention and Early Detection of Colorectal Cancer (MAFF and ACWS, 2016) and organizes educational programmes about health and social / recreational activities at the seaside, in health resorts and in the mountains.

FACILITATING NETWORKING FOR RURAL WOMEN AND GIRLS

Social capital is key for economic empowerment. It is comprised of social

networks and its elements (including both tangible resources (such as private poverty or public places) and intangible resources (namely people)). In fact, strengthening the networks of rural women can “serve as a multidimensional tool for promoting women’s empowerment” (FAO, 2016a, p. 19).

Networking for rural women and girls is carried out by the association using creative forms of training and informal activities. Some examples include culinary competitions, the national women farmers’ games and tractor driving competitions. The events engage over 100 competitors and are a platform for promoting the women’s farming

profession, networking and encouraging formal collaboration among women farmers (MAFF and ACWS, 2016).

In conclusion, the Association of Rural Women of Slovenia is a powerful national organization with a large membership and extended geographical network. It ensures that the work of women farmers is made visible and promotes farming livelihoods among women, as well as the elimination of gender-based stereotypes. In order to support the empowerment of women, it provides capacity development to its members and represents rural women’s voices in national decision-making processes.

PICTURE 14: WOMEN AND GIRLS PARTICIPATING IN THE WOMEN FARMERS’ GAMES ORGANIZED BY THE ASSOCIATION OF RURAL WOMEN OF SLOVENIA © ASSOCIATION OF RURAL WOMEN OF SLOVENIA









PICTURE 15: GRAPES FROM A VINEYARD IN SPAIN © UNSPLASH / T. VERBRUGGEN



SPAIN

**A holistic approach
to gender equality:
from gender budgeting
to bottom-up governance**

Statistical overview, Spain

			
POPULATION, MILLIONS	GENDER INEQUALITY INDEX RANKING (2015)	PERCENTAGE OF THE POPULATION RESIDING IN RURAL AREAS	MAIN AGRICULTURAL PRODUCTS
46.44	15	16.90	BARLEY, WHEAT AND CITRUS FRUITS

SOURCES: EUROSTAT, 2012B; UNDP, 2016; FAO, 2017E; WORLD BANK, 2017B.

The total number of people residing in rural areas in Spain is 8 015 130 (16.9 percent of the total national population of around 46 million). The rural population is severely ageing because of a trend of urban migration that has affected Spain since the mid-twentieth century. In the case of women, this exodus has been even greater, resulting in the masculinization of rural areas (FAO and EIGE, 2017).

According to official statistics, 9.2 percent of employed women in rural areas work in agriculture, a low figure compared with the 21.2 percent of employed men. This may be related to the prevalence of men as registered farm holders. Only 30 percent of agricultural holders are women, which decreases to 22 percent in the case of women managers of holdings (FAO and EIGE, 2017). Out of all women registered as agricultural holders, only 14.29 percent have farms large enough to be considered economically viable in Spain (larger than 20 hectares). The larger the holding, the fewer the number of women holders. Only 2.17 percent of owners of agricultural holdings larger than 100 hectares are women (ibid.).

While many women work as co-managers of the holding, they tend to be unregistered

and it is not common for women to register themselves in the Special Agrarian Scheme of Spanish Social Security. This limits women's access to social protection (FAO and EIGE, 2017). Women's job informality is accompanied by their wider presence in marginal and precarious jobs, and by a persistent gender pay gap in which women are paid less for the same job (ibid.).

A similar situation occurs in the fisheries sector. Women have always been present in all areas of fisheries and aquaculture activities, contributing to the economic and social development of the sector. But, until recently, they have been invisible. Their work has been barely recognized and considered supplementary to the work done by men.

In relation to fisheries activity, both in general terms and according to the limited sex-disaggregated data that are available, women represent approximately 35 percent of the total number of people employed in the fisheries and aquaculture sector. This comprises almost 45 000 women working in different activities: extractive fishing, the auxiliary fishing industry (for example, net repairs, loading, and classification and carriage of the fish to market), shellfishing, aquaculture (marine and continental), and

the fish and seafood industry (including processing and marketing).

Historically, there has been a separation of gender roles, according to which men embarked on the vessels and women developed other trades relating to fishing from land, at the same time as caring for the family and the domestic economy.

Over the last three decades, the role that rural women and women fishers have played in the political, economic and social spheres in Spain has undergone a significant transformation. Rural women and women fishers have dramatically raised their level of education and engagement in associations

and cooperatives. Today, rural women have a higher level of education on average than men in rural areas, which, alongside higher levels of labour informality and precariousness, explains the exodus of rural women to urban areas (MAPAMA, 2017).

The Ministry of Agriculture and Fisheries, Food and Environment (MAPAMA) works to boost rural women's economic and social empowerment by listening and responding to the demands of rural women and women fishers. This is implemented through: (1) gender-responsive budgeting; (2) gender-specific actions and gender mainstreaming of rural development action plans; and (3) strong cooperation with women's associations.

Gender-responsive budgeting

The Spanish Government's work on gender equality, as is consistent with the other countries reflected in this publication, is framed by international treaties and conventions, and by European Union principles, laws and regulations. These efforts are also framed by the Spanish constitution, which establishes the right to equality and non-discrimination on the grounds of gender (article 14) and the obligation of public powers to ensure that the freedom and equality of all individuals are real and effective and do not limit the participation of any individual in the political, economic, cultural and social spheres (article 9.2) (BOE, 1978).

The government's work towards gender equality is based on three key areas (Ministry of Finance and Public Administration and Ministry of Health, Social Services and Equality, 2017):

1. The development of the principle of gender equality through the elimination of any possible grounds of discrimination in the legal system;
2. The implementation of positive actions, which consist of specific interventions that target social barriers that hinder equality between people;
3. Gender mainstreaming throughout all public policies.

In order to ensure that gender mainstreaming takes place, all proposals of laws and norms have been accompanied by a gender impact assessment since 2003 (Law 30/2003 – BOE, 2003). In 2009 (Royal Decree 1083/2009), the gender impact assessment was also extended to the yearly State General Budget, which has been accompanied since then by gender impact assessments and gender mainstreaming

strategies for each of the ministries (BOE, 2009).

During the preparation of the draft State General Budget, each ministerial department conducts a gender impact assessment of its planned activities in close collaboration with the equality unit that exists in every ministry, and develops a gender mainstreaming strategy (Ministry of Finance and Public Administration and Ministry of Health, Social Services and Equality, 2017).

Once all ministries have prepared their gender impact assessments and gender mainstreaming strategies, a working group formed by representatives of the Ministry of Health, Social Services and Equality, the State Secretary of State Budget and Expenses and the General Directorate of Budgeting revises all estimations and prepares the national consolidated report (Ministry of Finance and Public Administration and Ministry of Health, Social Services and Equality, 2017). The gender budgeting is informed by the annual INE (2017) publication *Women and men in Spain*, which is prepared by the National Institute of Statistics in collaboration with the Institute of Women and Equality of Opportunities.

This working group also ensures that the gender budgeting is in line with the strategic plans for equality of opportunity (the current *Strategic plan for equality of opportunity* is for the period 2017 to 2020, (Ministry of Health, Social Services and Equality, 2017). The gender budgeting is also aligned with Law 03/2007 on effective equality between women and men, which oversees activities and gender equality plans to ensure effective equality for employees of both public institutions and large private companies.

The State General Budget of 2017 comprises a total of 209 funding programmes. Out of these,

101 are considered to have a significant gender impact and therefore gender mainstreaming strategies have been developed for them (Ministry of Health, Social Services and Equality, 2017).

Gender mainstreaming of the state budget has been conducted within all ministries for the General State Budget for 2017, including at the Ministry of Agriculture and Fisheries, Food and Environment. A total of 20 gender-specific activities have been planned by MAPAMA to be implemented in 2017. These measures are focused on (1) supporting the empowerment of rural women and women engaged in the fisheries sector, and (2) strengthening gender equality within the ministry itself. All of these activities are accompanied by a set of indicators to measure impact on the ground (Ministry of Health, Social Services and Equality, 2017).

Measures to boost women's empowerment include providing support to women living in rural areas and those working in fisheries; supporting entrepreneurship and the internationalization of women's businesses; tailoring support to the most vulnerable groups of women; adopting specific communication strategies to ensure that women learn about the EU's subsidies; improving rural women's access to ICTs; and elaborating and disseminating qualitative and quantitative research findings on the role, contribution and challenges faced by women in rural areas and the fisheries sector (Ministry of Health, Social Services and Equality, 2017).

Measures to improve gender equality within the administration include an analysis of measures to ensure a better family and work balance for women and men staff, the continuation of capacity development activities on equality of opportunity between women and men, and the prevention of gender-based violence (Ministry of Health, Social Services and Equality, 2017).

Implementing the strategic plans for gender equality in sustainable rural development and the fisheries sector

The General Directorate of Rural Development and Forestry Policy within the Ministry of Agriculture and Fisheries, Food and Environment is the responsible body for coordinating and ensuring effective gender mainstreaming within MAPAMA. Within the framework of the European Agricultural Fund for Rural Development 2007–2013 (EAFRD, 2005) and its Rural Development Programme for Spain, a working group on gender mainstreaming was created, whose first activity was an analysis of the situation of gender mainstreaming in the ministry. The group provided a set of recommendations for gender mainstreaming, along with indicators of success that are still monitored today (FAO and EIGE, 2017).

Since 2011, two strategic plans for gender equality in sustainable rural development (2011–2014 and 2015–2018) have been developed and implemented (MAPAMA, 2011; Ministry of Health, Social Services and Equality, 2015). The current four-year plan has a budget for activities directly implemented by the ministry totalling EUR 985 200. On top of this amount, additional funding is provided to rural women's associations to raise rural women's voices in the Spanish political arena and as implementing partners of the action plans to support rural women's empowerment in rural areas. During the period 2009 to 2015, 27 percent of the total budget of EAFRD was provided to rural women's associations (FAO and EIGE, 2017). These associations are also represented within the governing bodies of the National Rural Development Programme 2014–2020 for Spain (MAPAMA, 2016b).

Because gender inequalities in rural areas are multifaceted, MAPAMA works in partnership with other ministries, including the Ministry of Health, Social Services and Equality, with which it has signed a protocol of action. MAPAMA is also engaged in the Spanish network of policies on equality between women and men, and in the strategy for the eradication of gender violence against women (FAO and EIGE, 2017).

The ministry's gender mainstreaming actions focus on ensuring that both women and men benefit from the Rural Development Programme. For example, 46 percent of participants in capacity development activities conducted between 2011 and 2016 were women. In addition to gender mainstreaming, gender-specific actions are conducted to implement the strategic plans for gender equality in sustainable rural development.

The planning and management of the integration of equality policies within the fisheries sector is a core responsibility and high-priority objective for the General Secretariat of Fisheries (its Spanish acronym is SGP), and in particular for the General Directorate of Fisheries Management and Aquaculture at MAPAMA. Currently, the SGP is developing a "social strategy" which will be implemented in forthcoming years. One of the main objectives of the strategy is the achievement of equality between women and men in the fisheries sector. The social strategy on equality is based on the following lines of action:

1. Strengthening gender equality

2. Improving knowledge of the situation of women in the fisheries and aquaculture sector

3. Promoting specific training for women on fishing and aquaculture activities

4. Facilitating the collection, monitoring and dissemination of information about equality in the European Maritime and Fisheries Fund

5. Raising awareness of women's work in all areas of activity in the fisheries and aquaculture sector

6. Encouraging and supporting female associations

7. Developing international cooperation on equality

In order to fulfil these functions, MAPAMA created the *Spanish Network of Women in the Fisheries Sector* in 2010, with the aim of making women's work in the fisheries and aquaculture sector both visible and valued, promoting communication and the exchange of initiatives and best practices among professionals working in this field, and encouraging entrepreneurship and associationism, as well as empowerment and leadership.

This network enables the development of the principle of equality between women and men and non-discrimination at national level, established in all European funds, including the European Maritime and Fisheries Fund.

In addition, the ministry has developed the *Plan for Gender Equality in the Fisheries and Aquaculture Sector (2015–2020)*. The four main lines of action in the plan are:

- Promoting equal opportunities for women and men in access to, permanence and promotion in the labour market in the fisheries sector and boosting women's entrepreneurship.
- Improving working conditions and the quality of women's lives and livelihoods in the fisheries and aquaculture sector.
- Encouraging recognition and equal treatment and preventing discrimination against women in the sector.
- Promoting women's leadership and empowerment in the fisheries and aquaculture sector.

The ministry is also responsible for analysing the effectiveness of the actions carried out in relation to the Strategic Equal Opportunities Plan – undertaken by the Ministry of Health, Social Services and Equality – for which the different MAPAMA directorates are responsible, including on rural development and fisheries.

The main areas of work carried out by MAPAMA on gender equality from 2011 to 2018 include:

JOINT TITLING

In many cases, women are regarded as family helpers in Spain, therefore they do not always receive social, professional or economic recognition of their work (FAO and EIGE, 2017). They do not possess juridical recognition, so they cannot manage the administration of the holding, and they do not enjoy any rights over it (ibid.). Often, even though women work as co-managers of the holdings that are *de jure* owned by their husbands, they do not tend to appear as business partners. Women rarely register for the Agrarian Special Scheme of Social Security, therefore, they do not contribute to or benefit from the social protection system. As mentioned above, only 30 percent of agricultural holders are women, and 22 percent of women are the managers of these holdings (ibid.). As a rule, there are fewer women holders of large holdings; and more women are involved in small-scale, mixed livestock holdings with a smaller economic turnover.

In 2009, the Ministry of Agriculture and Fisheries, Food and Environment engaged in the establishment of “joint-titling” through ministerial regulations. However, this initiative did not succeed because of the multifaceted nature of property titling. The ministry established that it was necessary to engage with a wider number of stakeholders, so in a second attempt, the *Law on joint titling of agrarian holdings* was drafted in collaboration with other ministries and rural women’s associations.

This law was approved with the support of all parliamentary groups (Law 35/2011) and entered into force on 05 January 2012. The law recognizes married and non-married

couples as co-holders who share the work, management, rights, quotas and subsidies of the holding. The main goal of the law is to professionalize the agricultural work of women, improving their participation in agrarian professional organizations, illuminating women’s work, promoting equality, improving the quality of living for rural women, and supporting family agriculture for the settlement of rural populations. The law is enforced by the following measures:

- Establishment of the registry of joint-titling of agricultural holdings in 2012.
- Monitoring of the effective implementation of the law.
- Development and implementation of a dissemination plan to raise awareness of joint titling, including the distribution of leaflets, advertisements, articles in magazines, meetings with women’s associations, and the delivery of seminars and courses.

The results of this joint-titling initiative were assessed as part of the evaluation of the *Action plan for gender equality in sustainable rural development*. It was expected that the initiative would reach around 36 000 to 63 000 holdings, but it reached only 243. Some of the explanations for this include the following:

- The introduction of the law coincided with a challenging economic crisis in Spain that made it difficult for farmers to pay double contributions to the social security system.
- There was limited awareness of the existence of the law and of the incentives for those who chose to co-register the holding.

- The law is complex, with many legal loopholes – the bureaucracy is also complex and there is a lack of coordination between the relevant public institutions.

During the second action plan (2015–2018) these challenges are being addressed by:

- Continuing the provision of awareness-raising campaigns about the law;
- improving coordination between the relevant public institutions and rural women's associations;
- developing the capacities of the staff responsible for implementing the law; and
- simplifying the paperwork required to sign up at the registry of joint titling.

IMPLEMENTING THE PRINCIPLE OF EQUALITY IN THE REGULATORY AND STRATEGIC FISHERIES SECTOR FRAMEWORK

In 2014, the General Secretariat of Fisheries undertook reform of the existing maritime legislation. This reform, among other changes, introduced the principle of equality applied to treatment and opportunities, which was specifically recognized in Law 33/2014 (26 December 2014). This was a milestone in gender mainstreaming because it established the normative enabling framework to fight all forms of discrimination in the fisheries sector and contributed to the improvement of the situation of women working within it.

The preparation of the *Plan for Gender Equality in the Fisheries and Aquaculture Sector 2015–2020* enabled the consolidation of this equality principle at the strategic level, allowing for progress in the development of specific policies for the integration and recognition of women in the field of fisheries.

In addition, the approval of Law 47/2015, 21 October 2015, was a legislative milestone in the fisheries sector. Promoted by the Ministry of Employment and Social Security, this law regulates the social protection of workers in the maritime and fisheries sector. The law has provided the necessary clarification for professional women workers, such as net menders, on belonging to the Special Regime of Sea Workers, and supports the inclusion of additional groups under the social protection of the Regime. This relates to the case of *neskatillas* and *empacadoras* (women responsible for the reception of vessels at docks to assist fishers with the landing process and the transport of fish for the first sale).

AWARDS FOR EXCELLENCE IN INNOVATION FOR RURAL WOMEN

In order to contribute to the visibility of the roles and work of women in agriculture, excellence awards in innovation have been conferred each year to rural women since 2010 as a way of promoting, acknowledging and highlighting innovative projects by rural women. The awards are:

1. Excellence in innovation in agricultural activities which focus on the use of new and sustainable technologies.
2. Excellence in innovation in diversification of the economic activity of rural areas, with a focus on projects that develop new economic clusters or generate employment.
3. Excellence in communication, focusing on efforts to improve the visibility of the work of rural women in innovation and diversification.

From 2010 to 2018, a total of 61 projects were given awards. Although the winners do not receive financial prizes, MAPAMA collaborates with the women on the



PICTURE 16: WOMEN AWARDEES AT THE 7TH EDITION OF THE AWARDS FOR EXCELLENCE IN INNOVATION, WITH THE MINISTER OF AGRICULTURE AND FISHERIES, FOOD AND ENVIRONMENT ISABEL GARCIA TEJERINA (CENTRE) © MAPAMA

implementation of their plans.

RESEARCH AND DISSEMINATION

From 2012 to 2014, the ministry commissioned a number of studies and publications to obtain a clear picture of the gender equality situation, take stock of the current policy context and develop policies and programmes that were adapted to the findings. These studies included gender assessments of rural areas and fisheries (discussed below), analysis of gender equality in public institutions, and evaluations of the implementation of gender equality interventions.⁴

The ministry also engages in the dissemination of information about the

situation of rural women and women fishers to raise awareness of their contributions to rural and coastal communities. This dissemination is mainly conducted through the magazine *Sustainable rural development* in a section titled “Talking in feminine”, where reporting and interviews are published. MAPAMA has also organized a number of conferences and seminars and there are additional resources for rural women on the website *National Rural Network*. In 2016, three workshops were organized on entrepreneurship and women’s empowerment.

In the area of fisheries, information about the situation of women in fisheries is disseminated via the website of the Spanish Network of Women in the Fisheries Sector,⁵ and through other activities such as congresses, conferences, publications and newsletters, and social media.

⁴ The publications are available on the MAPAMA website at <http://www.mapama.gob.es/en/>.

⁵ The network’s website is available at: <http://www.mapama.gob.es/es/pesca/temas/red-mujeres/> and they also have a Facebook page at: <https://www.facebook.com/redmujerespesca/>

Following a bottom-up approach throughout the policy cycle: working together with rural and fisheries women's associations for increased impact

The Spanish Network of Women in the Fisheries Sector

In the 1990s, women fishers' organizations emerged across the European Union in response to the invisibility of their work in the sector and their unequal pay and access to services and social protection. Many of these grassroots associations and their national (where they existed) and international networks fought primarily for a legal status where women spouses' work in family fisheries and aquaculture was formally recognized, thereby ensuring women's access to social protection. At EU level, actions have been taken to guarantee this access and provide recognition.⁶

A second type of association was formed to support the interests of women in paid employment, regardless of their marital status or family businesses. Some of these interests included the formalization of women's activities undertaken within the sector, such as shellfish gathering and net mending. These types of local organizations are mostly found in Spain, such as the Galician *Mariscadoras* (shellfish gatherers) and the *Rederas* (net menders). The formation of this second type of association in Spain was unique within

Europe and has been a success story at the local level. The professionalization of the work of shellfish gatherer women has enabled them to become formally registered and manage their stocks more effectively, while net menders began to access paid employment via their association (Frangoudes et al., 2008, Frangoudes, 2013).

Women's organizations in the EU are currently disappearing, mainly because of financial problems. While local organizations have experienced difficulties, national and international organizations in particular are struggling to survive on member contributions (Frangoudes, 2013).

In the context of this challenge, the Ministry of Agriculture and Fisheries, Food and Environment had the unique idea of establishing and maintaining an active national network: The Spanish Network of Women in the Fisheries Sector (its Spanish acronym is REMSP).

The network was set up by the General Secretariat for Fisheries (based in

6 See Article 17 of the Directive 2010/410/EU on the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity (OJ, 2010).



PICTURE 17: SPANISH NET MENDERS (REDERAS) REPAIRING FISHING NETS IN THE PORT © PIXABAY

MAPAMA) in 2010, and partly funded under the European Fisheries Fund Axis 5 (technical assistance). It was established to strengthen the voice of women working in the fisheries and aquaculture sector and enhance their collaboration (Frangoudes, 2013), alongside promoting dialogue and the exchange of experiences between women in the sector, supporting the creation of women's associations and professional organizations, and giving visibility and recognition to their work (MAPAMA, 2017). The ministry is responsible for its operation and management. The General Directorate

of Fisheries Management and Aquaculture of MAPAMA holds the presidency of the Network (ibid.).

Currently, more than 60 associations of women in the fisheries and aquaculture sector are members of the network, and more than 40 organizations participate with it as collaborators. The network also works closely with organizations responsible for equality such as the Institute for Women and Equal Opportunities and the Network for Equality

Policies between Women and Men in

Community Funds (MAPAMA, personal communication, 2018).

As a result of the network's activities – as highlighted in the gender impact assessment of the General State Budget for 2017 – the ministry has identified an increased and proactive movement of women working in the fisheries sector in recent years (MAPAMA, 2016c). Findings include:

- Increased demand for capacity development activities in areas and subjects linked with entrepreneurship, leadership and ICTs.
- Increased demand for capacity development and technical support on engaging in innovation and new business models linked with diversification.
- An increase in the number of associations, which has resulted in the greater visibility of the work performed by women in fisheries and aquaculture and women's increased voice.

However, even though women represent around 35 percent of all those registered as employed in all sectors and subsectors, they are not prevalent in either sectoral organizations or in governing bodies of the sector (MAPAMA, 2016c). Therefore, the ministry continues to provide support to the National Network of Women in the Fisheries Sector as a way of further boosting women's voices and presence in decision-making. There is an emerging women's leadership in the sector that needs to be scaled-up and consolidated.

The network aims to strengthen the position of women and promote equality of opportunity in the sector, as well as increasing the visibility of women's roles and contributions. The following table summarizes the network's main activities.





PICTURE 18: SPANISH WOMEN WORKING IN A FISH CANNERY © MAPAMA

Table 5: The main activities of the Spanish Network of Women in the Fisheries Sector

	Main activity	Specific examples
1	Visibility and platform for exchange of experience and knowledge ⁷	Bulletins and other publications, conferences and congresses ⁸ , a website and Facebook page
2	Essential information for women in fisheries and promotion of women's associations in the sector ⁹	Publications, bulletins, conferences and meetings with groups of women professionals in the sector
3	Training to women in the sector ¹⁰	Workshops, seminars and extended courses
4	Research into the gender dynamics of the sector and promoting the improvement of gender statistics, in particular to make visible women's employment and work in the sector ¹¹	Assessment of the social and labour situation of women's groups
5	Recognition of good practices and projects to promote women's entrepreneurship ¹²	Documenting and awarding (see examples below)
6	Development of a "gender strategy"	Designing the first Gender Equality Plan of the Fisheries and Aquaculture Sector 2015–2020 and monitoring other sectoral plans
7	Monitoring gender mainstreaming in the fisheries and aquaculture sector	Following up normative frameworks and the European Maritime and Fisheries Fund

SOURCE: MAPAMA, 2016C.

- 7 MAPAMA publishes material on equality of opportunity, such as newsletters, analyses of women's groups in fisheries and aquaculture, and other publications relating to equal opportunities. These documents are disseminated through the website and social networks.
- 8 MAPAMA participates in different meetings within the sector to make visible the role of women involved in fishing activity. Here, it is important to highlight the organization of national congresses. To date, five have been held in San Sebastián (2010), Malaga (2011), Santiago de Compostela (2013), Santander (2015) and Valencia (2017).
- 9 MAPAMA supports the different women's groups in the fisheries and aquaculture sector, promoting their associations and empowerment.
- 10 MAPAMA analyses the training needs of women in the sector to design learning that is based on their interests.
- 11 MAPAMA offers analyses of the socio-occupational situation of different professional groups of women in fisheries and aquaculture activity and the challenges they face. In addition, the network works to improve and harmonize employment statistics in the sector to fully reflect the presence and representativeness of women in different areas of fishing activity.
- 12 MAPAMA has bestowed different awards to entrepreneurial projects promoted by women in the sector, as well as women workers with long professional careers in different fishing activities and who have made an important contribution to the promotion of equality in the sector.



PICTURE 19: WOMEN SHELLFISH GATHERERS WORKING AT THE BEACH, SPAIN © MAPAMA



PICTURE 20: PARTICIPANTS OF THE 5TH CONGRESS OF THE SPANISH NETWORK OF WOMEN IN THE FISHERIES SECTOR, HELD IN VALENCIA, SPAIN, IN NOVEMBER 2017 © MAPAMA

National meetings and congresses

of the network include many of the abovementioned lines of action. The 5th Congress of the Spanish Network of Women in the Fisheries Sector – Women towards leadership in the fisheries and aquaculture sector – took place in the City of Arts and Sciences of Valencia on the 21st and 22nd of November 2017. This event was jointly organized by MAPAMA and the Department of Agriculture, Environment, Climate Change and Rural Development of the Regional Government of Valencia.

Within this traditional meeting, about 300 attendees – including professionals from the area of fisheries, women's associations and sectoral organizations, and representatives

from fisheries and equal opportunities public administration – shared their points of view and reflections on the situation of women in the sector.

During the opening day, a total of nine women under 40 years of age and representatives of different professional groups (women fishers, fishing boat captains, *percebeiras* (barnacle catchers), aquaculture workers, gatherers, net menders, representatives of Fisheries Local Action Groups and professionals from fishing and marine tourism) convened a plenary to share common experiences and problems, underlining the need to value women's work in the sector and promote generational continuation to guarantee its future. These



PICTURE 21: WOMEN AWARDED THE RECOGNITION “YOUNG WOMEN IN FISHERIES” AT THE 5TH CONGRESS OF THE SPANISH NETWORK OF WOMEN IN THE FISHERIES SECTOR, VALENCIA, SPAIN, NOVEMBER 2017 © MAPAMA

women received recognition as “Young women in fisheries”, along the same lines as previous recognition of “Stories of a life in fisheries”, granted by the network in its fourth congress to five elderly women with a lengthy professional trajectory in the sector.

The video “Testimonies of fishing women”, created by the network, was screened at the fifth congress. This film compiles many narratives from professionals working in different subsectors and shows their day-to-day work alongside their vision for gender equality within the sector.

As was the case in previous congresses, a range of workshops, presentations and round tables took place. Conference participants were able to take a training workshop on women’s leadership to promote personal empowerment through strengthening self-esteem and self-confidence, delivered by an

expert in coaching. Participants were also able to take part in a workshop on social security for workers’ rights, in which they addressed different issues in relation to particular problems such as recognition of occupational diseases, granting retirement age correction coefficients to specific groups or the gender gap in pensions.

The round tables focused on two dimensions: highlighting the role of women in fishing activities in the Mediterranean Sea and emphasizing the need for Mediterranean women to join a professional women’s organization to increase visibility and social awareness about its important contribution to local development in this territory. Second, different professional women and representatives from sectoral organizations discussed, in each presentation, the challenges for women’s leadership and progress in equality in recent years.

The network continuously identifies best local practices, and on top of awarding a select number of them, publishes the relevant information for other local groups. The book *Good entrepreneurial practices promoted by women in fisheries and aquaculture* (MAPAMA, 2017) compiles best practice in the area of fishing, aquaculture, processing and marketing, maritime and fisheries tourism and environmental protection. The good practices have been selected using the following criteria in that they:

- can have a multiplying effect;
- can be reproduced in other regions;
- are accessible for a wide range of people;
- are sustainable and innovative solutions; and
- represent the efforts of many women towards a more equitable sector.

Additional aspects of selection include the creation of employment, elements of diversification and the impact of the practice (MAPAMA, 2016a).

An example of best practice is the project run by the A.T. Team in Asturias: *Upgrading a shop of female net menders*. This initiative was recognized by the European Fisheries Areas Network (FARNET) as an innovative project on fisheries diversification according to axis 4 of the European Fisheries Fund (EFF) during the celebration of its Conference “Sailing towards 2020”, that took place on the 2nd and 3rd of March 2015 in Brussels. Three women net menders, who initially had a very small workshop, started to produce small handicraft products as a hobby during inactive periods of the year, for example when their husbands’ boats went to the Basque country during anchovy fishing season. These handicraft products – for example, fishing line key holders – proved to be very popular. Four years ago, when the women were granted the right to use a warehouse in the harbour of Lastres, they decided to open a handicraft shop as well. Furthermore, the A.T. team noticed that there were no shops nearby that sold fishing equipment and material. So, they negotiated a depository contract with a distributor in exchange for a specific share of the benefits after the sale of each product. Thanks to the benefits from selling these products, and to EU grants they received under Axis 4 of the EFF, they managed to upgrade their shop, building a stand for sales and establishing separate storage with forklifts. The women of the A.T. team continue to mend nets as their main activity, but now sell artefacts and fishing utilities, maintaining activity and productiveness across the whole year. Recently, the A.T. team has further diversified by organizing guided-tours in the harbour (MAPAMA, 2016a).



PICTURE 22: THE A.T. TEAM MENDING NETS
IN FRONT OF THEIR ARTISANAL SHOP
© MAPAMA



PICTURE 23: A SELECTION OF COVERS FROM ASSESSMENTS PREPARED ON THE SOCIAL AND LABOUR SITUATION OF WOMEN IN THE FISHERIES SECTOR © MAPAMA

In addition to seminars and workshops, the network developed online courses adapted to the basic needs of women in fisheries in subjects such as computing or English. In order to identify the training demands of women in the sector and learn about their interests, the network conducted an analysis of the training needs of women in fisheries and aquaculture activity in 2017, based on consultations with a range of different sectoral organizations.

The study demonstrates an increase in women's interest in training activities relating to new technologies, business management and communication, and social and leadership skills. In sum, their main interest is in the development of professional skills that complement the technical knowledge they have in their areas of work.

This analysis constitutes the first step towards well-designed future actions that will be developed in collaborative agreements with national bodies in the field of training, such as the Institute for Women and Equal Opportunities and the Social Marine Institute of Spain.

The network has written **assessments of the social and labour situation of women** in particular fisheries and aquaculture professions. To date, seven publications are available on the professional situation of (1) net menders, (2) shellfish gatherers, (3) women harbour unloaders and packers, (4) women in aquaculture, (5) women in extractive fishing (working on fishing boats or owners of fishing vessels), (6) workers in the fishery products processing industry and (7) women in the marketing of fishery products.

Each of these assessments contextualizes the professions with a focus on specific aspects of the work, including regulations, production, techniques and employment, among others, and on the working conditions of women and the problems and challenges they face from a gender perspective. The information is derived from official statistical data and from surveys specifically conducted with these groups. These studies provide a picture of the labour situation of women in the fisheries and aquaculture sector, and consequently, are useful tools for raising the visibility of these professions and designing adequate measures to improve their situation. In other words, the assessments are effectively utilised in policy-making processes.

A good example is the development of the UNE Standard of the Spanish Association for Standardization and Certification (AENOR) on “Artisanal manufacturing and maintenance of fishing nets and gears” developed by a working group coordinated by the General Secretariat of Fisheries, in which women workers from Galicia, Cantabria, Asturias and the Basque Country participated. These guidelines certify the quality of the work carried out by professional net menders and enable the improvement of the working conditions of this female group. Additionally, the UNE Standard seeks to resolve the problem of undeclared work.

In addition to the publications mentioned above, the Network develops and disseminates an informative newsletter that contains interviews, news and monographs in which different topics of concern and interest to women in fisheries are analysed in depth.

As a result of these implemented actions, the Spanish Network of Women in the Fisheries Sector is widely recognized as a best practice in the European Union. The Network is not only a platform for exchange and political



PICTURE 24: COVER OF A BULLETIN PUBLISHED BY THE SPANISH NETWORK OF WOMEN IN THE FISHERIES SECTOR © MAPAMA

representation; it also provides expertise in the field of research and the education of women fishers in Spain.

In fact, this is the kind of network that the Directorate-General for Maritime Affairs and Fisheries of the European Commission proposed building in 2010 on a pan-European level under the strategy for equality between women and men that was operational at the time (Frangoudes, 2013). Since then, the Spanish example, which provides stable financial support

to its national network of women fishers, has inspired policy-making at EU level. As mentioned in chapter 2, a 2014 European Parliament resolution on developing the role of women in fisheries specifically urges the Commission and member states to financially support the establishment of a European and national women's networks in fisheries and aquaculture (European Parliament, 2014a).

Likewise, at international level, MAPAMA aims to promote the creation of an International Network of Women in Fisheries to enable different countries to work in cooperation and take advantage of potential synergies in gender equality. The ministry, through the General Secretariat of Fisheries, will promote this idea at the International Conference of Women in Fisheries to be held

in November 2018 in Santiago de Compostela (Galacia).

The objective of this conference is to facilitate advancements in a global strategy of equal opportunities for fisheries and aquaculture. The event will discuss lessons learned so far and reflect upon the policies required to resolve the challenges faced by women working in this sector from different territories. Furthermore, Spain hosted a similar international conference in November 2014. Entitled *Women in fisheries and aquaculture: lessons from the past, current actions and ambitions for the future*, the conference was organized by the European Network of Women in Fisheries and Aquaculture (AKTEA) and was also held in Santiago de Compostela.

Working with rural women's and women fishers' associations and cooperatives

The Ministry of Agriculture and Fisheries, Food and Environment views rural women's associations as key stakeholders in the dissemination of information about existing opportunities for rural women and women working in the fisheries sector, and as a mechanism for ensuring the effective representation of women within policy cycles.

Consequently, the ministry meets with the relevant associations at country level twice a year at the *Table of women from rural areas*. As discussed above, coordination with women from the fisheries sector is carried out via the Spanish Network of Women in the Fisheries Sector and in different sectoral meetings.

In Spain, there are seven major national associations that represent the agricultural, livestock and agro-food industries, including cooperatives. These associations are represented in different national bodies, European Union institutions and international organizations, and the ministry maintains close collaboration with them. Between 2005 and 2016, these associations have received EUR 23 million in subsidies for the development of different projects to support rural women in line with the ministry's action plans. In the area of fisheries and aquaculture, the National Association of Women in Fisheries was established in 2016, a pioneering association in Spain which is discussed in more detail below.

The Confederation of Federations and Associations of Families and Women from Rural Areas (AFAMMER)

One of the large rural women's associations is the **Confederation of Federations and Associations of Families and Women from Rural Areas (AFAMMER)**. With 180 000 members, the association's main focus is to provide rural women with a voice in the national political arena, and to support the empowerment of rural women and gender equality in rural areas. More specifically, AFAMMER aims to

build the capacity of rural women, develop women's entrepreneurship, fight gender-based violence, increase the representation of rural women in decision-making and support the implementation of the 2011 law on joint titling and co-worker status. Alongside other associations, AFAMMER contributed to drafting and lobbying for the approval of the 2011 joint-titling law of agrarian holdings.



It is critical that rural women can raise their voice and be heard in the political arena.

As a parliamentarian, I have been able to bring the voices and interests of rural women to the Congress of Deputies of Spain.

Carmen Quintanilla Barba

PICTURE 25: CARMEN QUINTANILLA, MEMBER OF PARLIAMENT AND PRESIDENT OF AFAMMER © AFAMMER

In addition, AFAMMER together with other women's associations, have supported the drafting and implementation of the current MAPAMA *National action plan for rural women 2015–2018*. Some examples of projects conducted by AFAMMER are (FAO and EIGE, 2017):

1. The virtual platform *Ruraltienda.es* (rural shop), which supports women entrepreneurs to reach clients and sell their products.
2. The project on *Women and new technologies in the economic revitalization of rural areas*, which focuses on increasing access to ICTs for women who are (or who wish to become) entrepreneurs.
3. Employment creation and improvement of the livelihoods of the elderly – this project considers both the low employment rate of young women and the ageing of rural populations, and supports the creation of specific jobs in the care industry to decrease outflow from rural areas, and increase the quality of life of the rural older population.
4. The development of rural tourism through the creation of the digital platform *Turisabor.es* ("Turi-taste"), which provides online training and advisory services to promote entrepreneurship in rural tourism linked to ecology and gastronomy.

These projects are coupled with regular activities focusing on rural women's networking. With regional and local level

representation, rural women can use AFAMMER as a platform to request training and coaching, and to participate in social and

networking events, including the 41 reading clubs that are located across Spain.

The Agrifood Cooperatives of Spain and the Association of Women of Agrifood Cooperatives of Spain

The **Agrifood Cooperatives of Spain** is a confederation comprised of 16 federations and territorial unions of agrarian cooperatives. Its mission is to promote a cooperative business model, which is profitable, competitive and professional, and which contributes to the sustainability of the Spanish agrifood sector (FAO and EIGE, 2017). As such, one of its goals is to increase the presence of women in the decision-making bodies of agrifood cooperatives and guiding councils, in particular through training and coaching. This confederation has benefited from the support of the Government of Spain, among others, to work towards gender equality.

Furthermore, to strengthen the work on gender equality in the cooperative movement, the **Association of Women of Agrifood Cooperatives of Spain** was created in 2013. Its goal is to organize, articulate and promote the integration and coordination of women working in rural cooperatives, as a way of facilitating their political, economic and socio-cultural leadership.

The confederation focuses on seven core areas of work (FAO and EIGE, 2017):

1. sensitization on gender equality;
2. dissemination of information on equality of opportunity;
3. capacity development;
4. support for women's empowerment;

5. support for women's leadership;
6. reconciliation of and co-responsibility in personal, family and working life; and
7. social responsibility.

Some of the measures implemented by the confederation for effective gender mainstreaming include: the development and implementation of a strategic plan on equal opportunities; encouraging public bodies to sign commitments on gender equality; internal training and awareness-raising activities; and the establishment of working groups on gender equality throughout the organizational structure. This structure raises the voices of rural women in decision-making arenas at local, regional and national levels (FAO and EIGE, 2017).

Finally, an award for equal opportunities is provided once a year to cooperatives who work to ensure gender equality within their structure. Coopego, which works in the production of citrus and other fruits, received the award in 2016 for a number of activities that were carried out on sensitization and capacity development on gender equality both to its members and to members of the governing body, which is strictly comprised of equal numbers of women and men. The cooperative also conducts a range of measures and activities to prevent gender discrimination in the workplace and in labour relations.

Owing to the work of Agrifood Cooperatives and the Association of Women of Agrifood Cooperatives of Spain, the member cooperatives are committed to improving women's participation in decision-making and governance. The cooperatives from the agrifood sector are starting to talk about equality of opportunities with ease (Jerónima Bonafe, member of the governing board of Agrifood Cooperatives of Spain and president of the Association of Women of Agrifood Cooperatives of Spain, pictured second from the left).



PICTURE 26: AWARD FOR EQUAL OPPORTUNITIES CONFERRED BY THE AGRIFOOD COOPERATIVES OF SPAIN AND THE MINISTER OF AGRICULTURE AND FISHERIES, FOOD AND ENVIRONMENT OF SPAIN, ISABEL GARCÍA TEJERINA (CENTRE), TO THE COOPERATIVE COOPEGO IN MAY 2016 © AGRIFOOD COOPERATIVES OF SPAIN

The National Association of Women in Fisheries

In May 2016, the **National Association of Women in Fisheries (ANMUPESCA)** was established. It is the first association at the national level in the sector in Spain. The association arose from an initiative by 12 women's associations in the fisheries and aquaculture sector. With just two years of experience to date, this association has delivered some important key outcomes, including the incorporation of 22 women's associations and professionals linked to fisheries and aquaculture throughout the national territory (shellfish gatherers, net menders, vessel owners and other fishing industry workers, including those in processing and marketing).

It aims to raise the visibility of the role of women in diverse fishing activities, defend their professional interests and increase women's leadership to promote the participation of women in representative, consultative and decision-making bodies within the sector. In just one year, 600 women have become involved from a range of different associations of women in fisheries and aquaculture, including shell fishers, net menders, ship owners and other groups of professionals related to extractive activity.

The objectives of the association are:

- Strengthening the associations of women in fisheries and aquaculture, by bringing them together and fostering their coordination and synergies.
- Protecting the economic and professional interests of their members.

- Making visible the role of women in fisheries and aquaculture and increasing knowledge and social awareness of the value of their contribution.
- Strengthening the leadership roles of women professionals in fisheries and aquaculture, and promoting their effective participation in representative, advisory and decision-making bodies.
- Serving as a platform for social dialogue between the different institutions and trade union organizations, in order to coordinate policies that support women in fisheries and the groups formed by them.
- Promoting, defending, researching and securing professional recognition for female trades and occupations in fisheries and aquaculture.

The creation of this association, which has received the support of the government, represents a historic achievement for the women's associational movement in the sector and a decisive step in favour of equal opportunities. In this sense, ANMUPESCA is a clear example of the commitment, leadership and capacity of these women to place value on their work and claim the recognition, voice and place that they deserve within the sector.

This association received a recognition from MAPAMA – through the Spanish Network of Women in the Fisheries Sector – for their work to support equality in an event held on 08 March 2017 to celebrate International Women's Day.



PICTURE 27: MEETING OF REPRESENTATIVES OF THE NATIONAL ASSOCIATION OF WOMEN IN FISHERIES (ANMUPECA) WITH THE MINISTER OF AGRICULTURE AND FISHERIES, FOOD AND ENVIRONMENT AND OTHERS REPRESENTATIVES OF THE PUBLIC ADMINISTRATION. © MAPAMA







PICTURE 28: SHEEP FARMING IN NORTHERN IRELAND, UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND © UNSPLASH / M. BISOF

UNITED KINGDOM, NORTHERN IRELAND

Systematic equality
screening and transparency
as central pillars







Statistical overview, United Kingdom

			
POPULATION, MILLIONS	GENDER INEQUALITY INDEX RANKING (2015)	PERCENTAGE OF THE POPULATION RESIDING IN RURAL AREAS	MAIN AGRICULTURAL PRODUCTS
65.64	28	17.00	SHEEP, CATTLE, GOATS AND FIELD CROPS

SOURCE: EUROSTAT, 2010; UNDP, 2016; WORLD BANK, 2017C.

Statistical overview, Northern Ireland

			
POPULATION, MILLIONS	GENDER INEQUALITY INDEX RANKING (2015)	PERCENTAGE OF THE POPULATION RESIDING IN RURAL AREAS	MAIN AGRICULTURAL PRODUCTS
1.86	N/A	37.00	BEEF, DAIRY AND SHEEP

SOURCE: EUROPEAN UNION, 2017D.

The United Kingdom, officially known as the United Kingdom of Great Britain and Northern Ireland, is made up of England, Wales, Scotland and Northern Ireland. The island nation recently began the process of exiting the European Union, a decision that was made after a national referendum held in 2016 (European Union, 2017d). Northern Ireland has made substantial efforts to ensure that gender mainstreaming takes place at policy level; its Gender Equality Scheme

(2016–2020) also highlights the necessity of drawing attention to rural women and their livelihoods (DAERA, 2016).

Approximately 37 percent of the population of Northern Ireland lives in rural areas (NISRA, 2014). Agriculture and forestry continue to be an important segment of rural economies. Farming is still dominated by beef, dairy and sheep production. However, agriculture has changed significantly in recent decades. There

are fewer economically viable and sustainable family farms, and farming has become more of a part-time activity. Diversification or off-farm income is essential for the survival of these agricultural families.

At the same time, there has been a migratory trend of moving out of cities and into rural areas (DARD, 2011a). Therefore, the meaning of being a rural woman or man has changed significantly. The line between rural and urban has become less well defined, as contemporary lifestyles connect the two spheres (Shortall and Kelly, 2013).

Women's participation in local action groups (under the EU's LEADER Programme) is nearly 40 percent, and women represent 47 percent of members of the Rural Development Programme for Northern Ireland monitoring committee. However, gender inequalities still affect women and men. One of the major challenges for women is their limited access to land, given

that most land is transferred to male heirs. An important gender concern that affects men in contemporary rural communities is the isolation of men working on the farm, because of substantial female migration to urban areas (Shortall and Kelly, 2013).

The Equality Branch of the Department of Agriculture, Environment and Rural Affairs (DAERA) of Northern Ireland is perceived as exemplary across Europe (Shortall and Kelly, 2013). Alongside managing the Rural Development Programme and applying equality measures within the programme, the Equality Branch provides funding for a Rural Women's Network, runs a rural childcare programme, and financially supports the participation of rural women's groups at international conferences. DAERA's equality measures within its Rural Development Programme target discrimination based on gender, religion, disability, ethnicity, and any other form of discrimination.

Ensuring social inclusion in rural development in Northern Ireland

The department's website has a wide range of information, tools and examples on how to ensure equality of opportunity in agricultural and rural development programming. The website aims to provide information about all activities conducted by DAERA to ensure maximum transparency. Uploaded resources include the *Equality Scheme of the Ministry*, action plans and strategies in all areas of equality, the audit of the equality scheme and other monitoring information,

documentation of equality screening of policies, as well as documentation on acts and strategies, with which the equality work of the department is harmonized. The documents have been translated into the minority languages of Northern Ireland (DAERA, 2016).

The equality work of the department – mechanisms to ensure equal opportunities – are formalized in the **Equality Scheme**

(DARD, 2016b). The scheme complies with Section 75 of the NI Act 1998 that, “requires public authorities, in carrying out their functions relating to the north of Ireland, to have due regard to the need to promote equality of opportunity and regard to the desirability of promoting good relations across a range of categories outlined in the Act” (DARD, 2011b, p. 3).

As in all public authorities in Northern Ireland, DAERA is obliged to implement the equality scheme and report on its progress every five years to the **Equality Commission of Northern Ireland (ECNI)** – an independent, non-departmental body, established in 1998 to provide “protection against discrimination on the grounds of age, disability, race, religion and political opinion, sex and sexual orientation” (Equality Commission, 2016). Directors and senior managers are responsible and accountable for the implementation of section 75. **The Equality Steering Group (ESG)** is a sub-group of the Departmental Board which is made up of senior staff members from different departmental business areas and

external actors from key organizations. The steering group monitors the overall achievement of the equality goals. The **Equality Branch (EB)** oversees the department’s equality agenda and monitors its implementation across the business areas. Employees of the Equality Branch also participate in various interdepartmental forums to ensure that staff are well-informed, and in external forums to exchange information on key matters and enable cooperation (DARD, 2011b). Several other groups have been established to safeguard equality within specific business fields. For example, the Northern Ireland Rural Development Equality and Good Relations Sub-group is part of the Rural Development Programme Monitoring Commission (Shortall and Kelly, 2013).

The Equality Scheme (DAERA, 2016) describes the arrangements for consulting, assessment and monitoring, staff training, information and service provision, and complaints management. The following graph highlights the main aspects of the scheme within the four core areas.

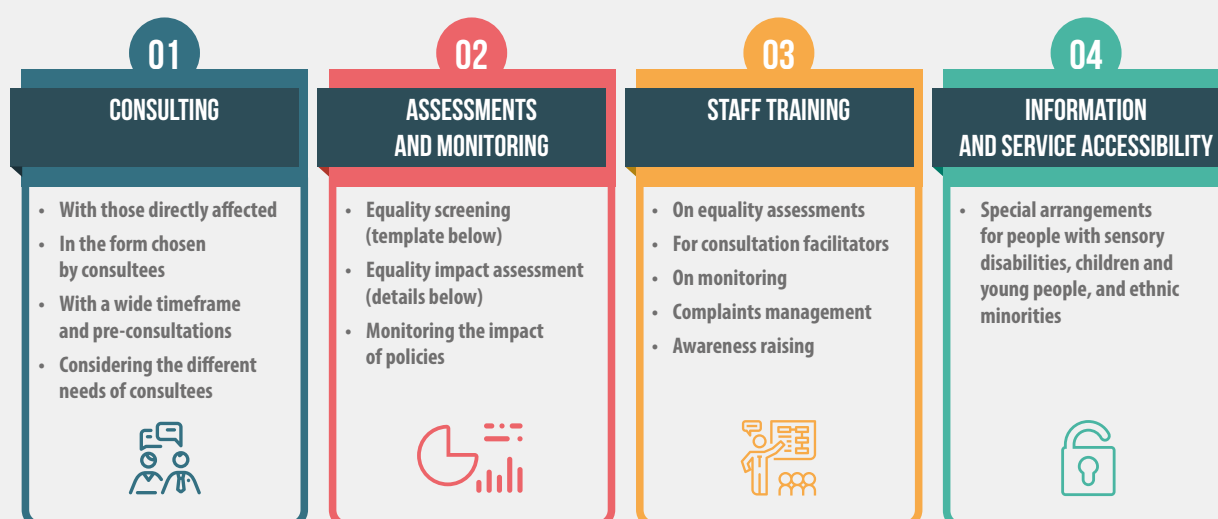


FIGURE 6: EQUALITY SCHEME ARRANGEMENTS IN NORTHERN IRELAND

Equality screening is an exercise that identifies policies which may have an impact on equality of opportunity. All policies – regardless of their theme and scope – are screened as early as possible in the formulation process and also regularly monitored during their implementation. Key

policy-makers, equality professionals and implementers participate in the exercise. The screening is based on evidence – quantitative or qualitative data – collected and provided by the relevant departments (DARD, 2011b). The screening exercise seeks to answer the questions presented in Table 6 below.

Table 6: Equality screening questions (Northern Ireland)

<p>INTRODUCTORY QUESTIONS:</p> <p>BRIEF DESCRIPTION OF THE POLICY; AIMS, OBJECTIVES OF THE POLICY / DECISIONS TO BE SCREENED AND CHANGES.</p> <p>On whom will the policy have an impact?</p> <p>Are there linkages with other departments / business areas?</p>
<p>What is the likely impact on equality of opportunity for those affected by this policy, for each of the Section 75 equality categories?</p> <p>(MINOR / MAJOR / NONE) WOMEN, MEN, RELIGION, ETHNICITY, SEXUAL ORIENTATION, DISABILITY AND WITH OR WITHOUT DEPENDANT</p>
<p>Are there opportunities to better promote equality of opportunity for people within the Section 75 equality categories?</p>
<p>To what extent is the policy likely to impact on good relations between people of a different religious belief, political opinion or racial group?</p> <p>(MINOR / MAJOR / NONE)</p>
<p>Are there opportunities to better promote good relations between people of a different religious belief, political opinion or racial group?</p>
<p>PROVIDE AVAILABLE EVIDENCE AND SECTIONS ON DISABILITY CONSIDERATIONS AND HUMAN RIGHTS CONSIDERATIONS.</p>

SOURCE: DAERA, 2016.

Based on the evidence provided, the policy can be “screened out” – with or without mitigating actions required – or “screened in” for an Equality Impact Assessment (EQIA). When no likely impact is found, that is, the policy has no relevance in terms of equality of opportunity, the policy will be screened out. When the policy has a minor impact on equality groups,

it may be screened in for an EQIA or screened out with suggested mitigating measures. When the policy is found to have a major impact, it is taken forward for an EQIA. The results of the EQIA may imply the need for an alternative policy that compensates or lessens the adverse effects and promotes equality of opportunity (DARD, 2011b).

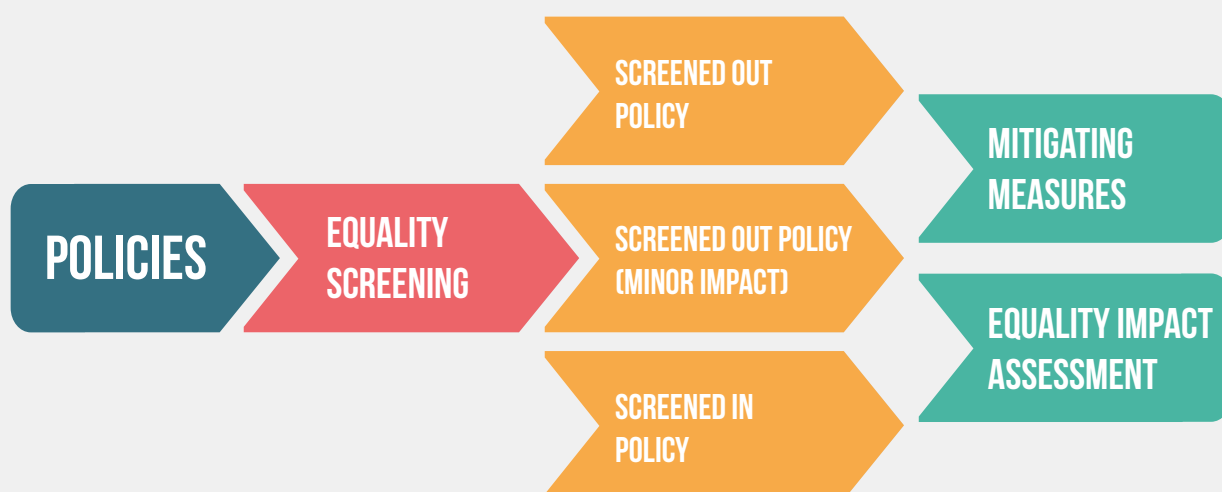


FIGURE 7: THE EQUALITY SCREENING PROCESS IN DAERA, NORTHERN IRELAND

The **Equality Impact Assessment** is a comprehensive analysis of the potentially adverse and positive impacts of the policy (of any theme and scope) on different social groups. It is always subject to **consultations**, which in general are started as early as possible in the policy formulation process with selected consultees (key stakeholders within the respective policy field). The consultees can choose their preferred form of

consultation (including face-to-face, telephone and questionnaire). The particular needs of some stakeholders, such as the elderly, disabled people and children, are considered within the consultation methodology. The consultation facilitators are specifically trained to conduct these processes. Under normal circumstances, the consultation period is 12 weeks so that consultees have time to discuss their views among themselves as well (DARD,

2011b). The assessment is based on a guide provided by the Equality Commission. The website of the Equality Commission of NI provides detailed information and guidance to

all public authorities on the Equality Impact Assessments. The outline of the procedure is displayed in the following table (ECNI, 2016b).

Table 7: Equality impact assessment stages



SOURCE: ECNI, 2016B.

Employees of the Department of Agriculture, Environment and Rural Affairs receive the necessary training for engaging effectively in the equality work of the department. According to their responsibilities, they undergo training on equality screening, consultation processes, monitoring and / or complaints management, while all staff

members take part in awareness-raising events (DARD, 2011b).

Regarding information accessibility, beyond making all important information available in minority languages, DAERA prepares “Easyread” versions of their official documents, which are intended for use

by all citizens, including children, young and old, from all spheres and educational backgrounds. An example of a page from the Easyread Children and Young People Action Plan 2011–2013 can be seen in the image on the right (DARD, 2011b).

By using these tools and consequently applying the set of measures described above, DAERA aims to prevent discrimination or overlooking the different needs of women and men, those belonging to specific ethnic minorities or with particular religious beliefs,

among others. These standard measures also ensure the equal treatment of disabled people and those with or without dependents. In addition to the set of measures, the department has a complaints procedure and obliges itself to act in a timely and thoughtful manner to find solutions to the problems and issues raised. The fact that all processes are explained on the website makes the department fully accountable to all citizens and offers a platform for learning and access to a range of tools that can be adopted by other countries.

4.

Conclusions

This report provides a review of five case studies of promising practices and approaches in gender mainstreaming in agriculture and rural development policies. The following discussion summarizes the factors that contribute to their success:

1. **Making visible women's roles and their contributions to agriculture.**

First and foremost, a significant number of qualitative and quantitative studies, conferences, workshops and events produced and conducted by the countries in this study have helped to make visible existing gender inequalities and the contribution of women to agriculture (including fisheries). Identifying and drawing attention to gender-based disparities enables organizations to strategically target the needs of the most disadvantaged and deprived groups in policy design and implementation. The provision of awards on excellence and innovation at EU and national level also provides an opportunity to give visibility and recognition to the role that women play in agriculture, including fisheries, aquaculture, livestock and forestry, and their contributions to rural and coastal economies, the well-being of their families and the prosperity of their communities and wider society.

2. **Gender-responsive principles, laws, policies, budgeting and conditionalities at European Union level.** The establishment of gender equality as a fundamental principle in EU treaties, and the development of directives, regulations and policies on gender mainstreaming and gender-specific actions have had a strong influence in member countries in terms of the development of national laws and action plans on gender equality. Similarly, conditionalities on gender equality for the provision of funds and

programmes on agricultural and rural development have also had a significant impact on the countries that have been analysed for this publication. The EU's conditionalities consist of: (1) the administrative capacity to implement EU law and policy on gender equality; and (2) implementing programmes, such as LEADER, with gender mainstreaming principles and minimum gender quotas. The LEADER approach was mentioned by all countries consulted by this study as the programme that offers the most opportunities for rural women to engage actively in rural development and change their communities according to their visions and needs. This model has great potential for other non-EU countries in the region of Europe and Central Asia, and FAO is currently working on its replicability.

3. **An enabling political and legislative environment at national level.**

Political will is essential, and needs to be accompanied by an adequate legal framework. Some elements of success at the national and regional levels include mandatory gender impact assessments in all policies and programmes, and gender equality laws that consider both gender mainstreaming in policies and gender equality measures within administrative processes and programme implementation. Principles, directives and gender budgeting at EU level have also proven to be of particular relevance for triggering national initiatives on gender equality within governments themselves.

4. **Internal capacity development and targeting organizational culture for gender equality within ministries.**

It is not possible to achieve effective gender equality within policies if the institutions themselves are not gender

equitable. Measures to achieve gender equality within the ministries of agriculture presented in this publication include: (i) family – personal – work life reconciliation measures for both women and men; (ii) the promotion of women to senior positions and the establishment of measures for equal opportunities; and (iii) internal awareness-raising on gender issues and capacity development on gender mainstreaming.

5. **Systematic screening and gender impact assessments.** The Federal Ministry of Sustainability and Tourism of Austria, the Ministry of Agriculture and Fisheries, Food and Environment of Spain and the Department of Agriculture, Environment and Rural Affairs of Northern Ireland have well-established systems for the regular screening of all activities and plans to be implemented within their Rural Development Programmes. In the case of Austria and Spain, this gender impact assessment is framed by mandatory gender-responsive budgeting.

6. **Gender-responsive budgeting at national level.** Because the planning carried out by ministries comes under the budget allocation for policy implementation, the evidence shows that gender-responsive budgeting is an essential tool for ensuring the effective gender mainstreaming of policies in agriculture, fisheries and rural development. Gender mainstreaming is only possible when there is an adequate budget allocated to it. The gender impact assessments of the budget and activities planned by the ministries enable the identification and incorporation of the necessary activities for gender mainstreaming and gender-specific actions, and ensure that ministries are accountable for these actions.

7. **Supporting platforms for women to raise their voices.** Women's associations and confederations of cooperatives are enabling tools that allow women from rural areas and those working in fisheries to raise their voices and participate in decision-making at the local, regional, national, European and international levels. The maintenance of these associations and confederations over time is often dependent on governmental economic support. When adequately engaged by respective governments in decision-making, these associations are an enabling platform for women from rural areas and the fisheries sector, facilitating their representation in decision-making arenas and participation in agricultural and fisheries governance. These associations also function as implementing partners of the ministries of agriculture in order to carry out their gender equality plans, as well as empowering facilitators who provide training, coaching and technical assistance to women in business management and technical work.

8. **Providing women with up-to-date information and capacity development.** To ensure that rural women benefit equally with men from EU and national government programmes and subsidies, measures should be taken to inform both women and men and prepare them for applying for these opportunities. Most countries covered in this publication have included capacity development programmes oriented towards women as part of their contribution to women's empowerment. These capacity development initiatives have included both the development of women's skills in order to benefit from subsidies and entrepreneurship opportunities, and the provision of training on technical issues

in agriculture, fisheries and business management. Training has been provided either directly or through associations and confederations of cooperatives. In the latter case, economic support has been provided by the respective ministries to the implementing partners.

In sum, policies on rural development and agriculture, including livestock, forestry, fisheries and aquaculture do not automatically benefit all, unless particular attention is paid to the needs and interests of women and men (taking into consideration other social determinants such as age, family status and ethnicity, among others). Because of socially constructed gender roles and discourses, gender-neutral policies do not reach women and men in the same way, and as a result, do not offer equal benefits. Gender-neutral policies often fail to identify particular needs that are necessary for full gender equality and equal opportunities.

Seen together, the success factors discussed here represent the systematic implementation

of the recommendations of the Beijing Declaration and Platform of Action, including all of its reporting processes; equally, they represent the perspective and requirements of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), particularly article 14 which is dedicated to rural women. When implemented consistently, comprehensive policy measures and programmes can benefit rural women, their households, the rural communities in which they live and whole societies.

It is intended that this review of promising practices implemented in countries of the European Union will help to develop a greater understanding of what successful gender mainstreaming means in practice, and assist all interested parties in making their rural development and agricultural policies more inclusive within the framework of the 2030 Agenda and its principle of *leaving no-one behind*. It is only when policies benefit all that the full potential of rural development and fisheries development can be achieved.



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