



Bringing Organisations & Network Development  
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## **BOND PROJECT**

# New Solutions for Collective Action

## **POLICIES FOR FAMILY FARMING**

*The case of Portugal and Spain*





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This report is part of BOND project  
that has received funding from  
the European Union's Horizon 2020  
Research and Innovation Programme  
under Grant Agreement No. 774208.

Design and Layout Cristina Canestrelli- Francesca Lucci  
July 2020 Rome, Italy



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## **POLICIES FOR FAMILY FARMING**

*How did BOND develop  
new solutions to challenges  
to effective collective action  
in Family Farming in Europe?  
The cases from  
Portugal and Spain*



THIS PROJECT HAS RECEIVED FUNDING FROM THE EUROPEAN UNION'S HORIZON 2020  
RESEARCH AND INNOVATION PROGRAMME UNDER GRANT AGREEMENT N° 774208

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## Executive Summary

This report sets out the BOND project's activities in Portugal and Spain and how these activities helped participants to develop new solutions to challenges to effective collective action in Family Farming in these regions. The role of Family Farming is recognized as a determining factor to ensure people's food security and sovereignty, and as a model capable of responding to the various crises that society faces: financial, climate, energy, food, migration, and deprivation of rights. More recently, the COVID-19 global pandemic has exposed the fragility of our food systems.

BOND has supported Family Farming by reinforcing the bonds between farmers and between organizations, strengthening alliances and building links at different levels of the agricultural sector. We learned from each other's experiences, knowledge and aspirations.

The project has been fruitful in creating interesting initiatives, from which emerged policy recommendations ranging from global or local contexts, to discussions of how to reform the Common Agricultural Policy and similar policies which impact on agriculture, food and citizens' lives.

Among the many recommendations reflected in this publication, four key issues emerged:

- State commitments to instruments recognizing and valuing Family Farming;
- the introduction of agriculture and food policies which sustain food sovereignty by protecting and promoting healthy, sustainable and democratic agri-food models, as well as a fair income and decent living for farmers and their families;
- policies to encourage young and new farmers and reverse the abandonment of rural areas;
- a valorisation of the role of rural and women farmers.

Through the BOND project, our participants and networks have reinforced our ability to affirm a position in the policy landscape. In the region, Portugal and Spain have managed to capitalize on the experience of our farmer organizations, converge on convictions, efforts, capacities and proposals to support a better agricultural future. Supported by the tools provided by BOND, we have channelled the voices of family farmers through to policy makers, both nationally and in the context of the European Union. Yes, we believe that it is possible to influence and change policies!



# 1 Introduction



## Introduction

Farmers, like many people living in rural areas, have long been working closely with their environment, combining individual work with a collective dimension.

Rural communities have always been skilled at and smart about sharing and preserving culture and knowledge, by working with their family circles and the help of their community in harmony with their territory and with respect for nature, toward the common purpose of producing food for everyone.

Food production is, of course, a vital activity for society and farmers play an essential role in the economy and in the protection of the environment.

But as the Portuguese poet Luís de Camões tells us, “The world is made up of change, always taking on new qualities”. The transformations taking place in the world present new challenges to our society, and agriculture is no exception to this.

Due to their close and important relationship with land and territory, agriculture and farmers are strongly impacted by environmental, social, technological, economic and political changes.

In the European Union’s (EU) single market, and in our globalized world where trade takes place on a supranational scale, the impact of these changes on small and medium scale farmers and Family Farming – which guarantee a significant part of the food of the European population – have been negative and very damaging.

Unity and collective action, led by peasant movements, are essential to helping us face these common problems and challenges, and also to supporting the aspirations of farmers. This is one of the objectives of the BOND Project. Involving 17 partners from 12 European countries, over the past three years BOND has articulated a set of activities and tools to achieve these objectives.

Confederação Nacional da Agricultura (CNA) is a Portuguese organization partnered with the BOND project, which defines itself as the “organized expression, predominantly, of family farmers”. CNA has participated in and hosted various BOND actions, and has taken responsibility for developing this publication in collaboration with Spanish partners Coordinadora Campesina del País Valenciano (CCPV-COAG), Sindicato Labrego Galego (SLG) and the University of Córdoba (UoC).

Beyond the geographical circumstances that bring these countries together (border countries that make up the Iberian Peninsula), we find in Portugal and Spain shared as well as distinct cultural characteristics, and a historical, political and social context, which define their agricultural conditions.

This report intends to show how the BOND project contributed to the development of new solutions for more effective collective action in Family Farming in these two European countries: Portugal and Spain.

The report accounts for how farmers organize themselves, contribute and adapt to such changes in positive ways, and shares their stories of success with others in Europe and around the world. We also want to share how, through collective action, resilience networks can be built to resist negative changes that largely penalize the equilibrium between agricultural production, consumption and sustainability.

The next chapter of this publication describes the architecture and objectives of the BOND project and then follows with a contextual focus on Portugal and Spain.

In chapter 4, we outline an approach to agricultural, commercial and food policies in Europe – namely the Common Agricultural Policy (CAP) – in order to better understand its impact on the daily lives of farmers and rural communities. Then in chapter 5 we present the flow of activities the BOND project developed in Portugal and Spain.

Accompanying this trip through the various activities that took place in the two countries, we present the needs and issues that were the basis of each activity alongside the outcomes which emerged.

Some of the outcomes include the formulation of political proposals as an echo of the voice of farmers and their allies; and the reinforcement of collective action as a way of strengthening peasant organizations and the ties between farmers, organizations and policy makers.

The cross-fertilization of aspirations, actions and proposals in support of Family Farming certainly strengthened the capacity for collective action among the organizations involved in BOND. This will have a positive impact on the lives of farmers, and also on the lives of citizens in general, guaranteeing farming activities will also have more organizational capacity to continue producing quality and local food, with respect for nature and for human beings.

During the development of this publication, we find our communities in Europe and across the world surprised by a crisis on a global scale, one we are still learning to deal with. This shock has exposed the fragility of our food systems, but also highlights the importance of organizing small and medium-sized farmers – family farmers – so they can collectively face the challenge of feeding the world.





2 BOND Project

## BOND Project

Farmers and rural communities play a key role in the environmental and economic sustainability of the farming sector in Europe and, undoubtedly, in feeding the population. They are stewards of food security, natural resources and a sustainable social change path. They disseminate ancestral know-how by making their farms and organizations resilient and efficient alternatives to Europe's fossil-based economy.

With this in mind and recognising individual and isolated farmers cannot reach these nobles objectives alone, the EU BOND Project started in 2018 with the aim of creating higher levels of organization and networking, and developing a healthier and harmonious farming sector in Europe for the long term. To do this, BOND gathered 17 partners from 12 European countries and received funds from the EU Horizon 2020 Research & Innovation program.

Within this perspective, BOND's general objective is to directly contribute to unleashing the potential of, while also strengthening and growing collective action and networking of individuals, groups and entities of farmers and land managers in selected countries across Europe, with a view to creating dynamic and effective organizations that have a voice and a place in policy design.

BOND supported skills development in rural communities, particularly encouraging debate and sharing of experiences on collective action in the sectors of sustainable farming, market access and environmental sustainability. Through the benefits of working with others, extending interactions with multiple actors, the project has helped to foster human well-being, the management of landscapes, agricultural celebration and stimulate a vigorous reflection on the importance of social capital throughout Europe.

### *BOND conceptual theory*

Over the project's time frame, and through a series of incremental and complementary activities and interactions, BOND has provided farmers and representative organizations and movements a set of easily accessible, practical processes, methods and tools for building capacity in bonding (within), bridging (between) and linking (beyond) social capital for the creation of dynamic, strong and collective organizations.

**Bonding relations are intragroup relationships among farmers within organizations or groups.** Such relations are based on trust. Strong groups can support farmers to gain self-confidence and knowledge for analysing their own problems, making informed decisions, identifying solutions and acting collectively.

**Bridging relations are intergroup relations between farmers' organizations and closely related groups.** They allow similar farmer and land manager groups to connect with larger organizations and networks, increasing their capacity to overcome market barriers, access better information, gain negotiating power and wield greater influence.

**Linking relations are extra-group relations between organizations and other actors such as policy makers.** Linking with external economic and policy actors helps farmers to improve conditions in which their organizations can thrive, develop sustainability and advance with common interests.

BOND activities were based on the articulation of such relations, which were triggered through its main pillars of implementation.

### *BOND implementation strategy*

BOND's implementation approach was based on three mutually reinforcing pillars: **SEE, LEARN** and **TELL**.

**SEE**, was about "learning from success" and started with a wide mobilization of 60 representatives from all across Europe, predominantly farmers and people working in farmer organizations or connected with rural areas. These representatives from 34 different nationalities travelled to six countries (Norway, Netherlands, United Kingdom, Spain, Italy and France) to experience successful case studies and learn from different farming collectives and action, and to exchange knowledge.

After these study tours, participants gathered to share their collected experiences at the Interregional Forum, in Córdoba (Spain), September 2018, and prepare the ground for the next phases of the project. Córdoba offered also the opportunity to organize a first Training of Trainers, led by the UN's Food and Agriculture Organization (FAO), where 20 farmer representatives from different European countries gathered to begin a learning journey together, on the importance of emotional intelligence, nurturing leadership, organizational analysis and dialogue.

Moving to the second pillar, **LEARN**, the strategy aimed at “understanding attitudes – overcoming weaknesses and constraints”. To this end, the University of Córdoba, developed and tested in several partner countries, a methodology for analysing problems and needs, as well as for designing in a participatory way collective action plans that could reinforce the bonding, bridging and linking strategies of organizations. The results obtained revealed relevant themes for discussion at the National Workshops delivered by the project in 10 countries.

The third pillar, **TELL**, involved new forms of interaction between farmers and other actors, such as policy makers, such as game techniques. This pillar's objective was to “affirm a position in the policy landscape”, and involved analysis of good practices in the regulatory frameworks of several European countries, an Experimental Laboratory event in Moldova and four regional Policy Round Tables (one organized in Portugal), which debated topics relevant to farmers and built a set of recommendations for the improvement of public policies for the sector.

Parallel to each of these pillars, a portfolio of training material was developed and various sessions of Training of Trainers took place in different locations to train farmer leaders, improve the performance of their organizations, and strengthen their negotiation capacity; i.e. to support the development and strengthening of farmer organizations.

Later in chapter 5, we discuss in detail the initiatives developed in Portugal and Spain under these three pillars. Firstly, we contextualize the collective movements in both countries, and characterize their agricultural sectors – more specifically Family Farming and peasant agriculture – as well as the political and socioeconomic realities of the regions necessary to understanding the flow of BOND's activities, objectives, and the results achieved and recommended for development in future.





### 3 Collective Action and Family Farming in Portugal and Spain



# Collective Action and Family Farming in Portugal and Spain

## Portugal

In the last 50 years, two decisive processes influenced Portugal's economic and political developments: the revolution of 25 April 1974, which ends a period of 48 years of dictatorship; and the entry of Portugal into the European Economic Community (EEC) in 1986. These events have had major impacts in the farming sector and on collective action. We need to go back to the 1950s to better understand these transformations.

At the time, land tenure was a major factor in determining power relations in the agricultural sector and in rural world. There were two main types of farming: the large estates of the 'Southern Fields' (Ribatejo, Alentejo and West); and small Family Farming estates, which were predominantly in the North and the Center, although they were found over the country.<sup>1</sup>

Land in the Southern Fields was divided into large estates and constituted the central element of socio-economic organization. Temporary wage workers made up the majority of the agricultural working population, and unemployment was a permanent threat to them.

In addition, the dictatorship (1926-1974) dissolved rural labour unions, which the Republic (1910-1926) had placed land at the centre of the social debate. The dictatorship severely repressed worker protest movements for wages. However, there were always clusters of conflict between large landowners in Alentejo and salaried workers.

In Family Farming, low income due to lack of outlets and fair process led also to movements and actions, despite the repressive regime. The fights against the various attempts at usurpation of Baldios<sup>2</sup> (commons) and its return to the communities, essentially in the North and Centre of the Country were very active and prolonged, for the importance these territories have for family farmers.

### TIMELINE

- 1950s** 47% of the active population employed in farming.
- 1960s** Industrialisation triggers a massive migration from rural to urban areas. Employment in the countryside increases and workers begin to demand better wages and conditions.
- 1962** Major strikes in Alentejo demanding better wages.
- 1972** 1000 farmers demonstrate in Paredes for better prices in the milk and meat sectors. More strikes follow in the next two years, across the country...
- 1974** The dictatorship falls, and democratisation begins, and the right of association was recognized. Important grassroots movements emerge, with the creation of several farmers organizations.
- 1975** In the south of the country, agricultural workers gained access to land to produce, organizing themselves into 500 collective production units, concretizing the Agrarian Reform.
- 1977** Political situation has moved towards liquidating these production units managed by collectives of workers.
- 1978** CNA is created to bring together many social farming movements at a national level and strengthen their representation to political power.
- 1986** Portugal joins the European Economic Community (EEC), which brings a common agriculture policy, the opening of markets and agricultural subsidies.
- 1992** CNA joins the Coordination Paysanne Européene (CPE – today called the European Coordination Via Campesina). With similar organizations (such as COAG and SLG) CNA participates in the first major demonstration for defending Family Farming.
- 1993** Through CPE, CNA takes part in the construction of La Via Campesina, an international movement bringing together over 160 organizations from 73 countries, representing some 200 million farmers.
- 1996** CNA inaugurates permanent representation in Brussels, maintaining regular contact with the European institutions.

Today, through the collective action enabled by these movements, it has been possible to bring the voice of farmers to political decision-makers at community and international levels. Among their great successes, the

1) Fernando Oliveira Baptista, *Análise Social*, vol. XXIX 128, (4.º), 1994, 907-921.

2) Baldios (commons) are land owned and managed by a local community that has the right to use and benefit from it, according to traditions and customs. They are often used to graze cattle, gather wood, etc., and are therefore of great importance for farmers.

Declaration on the Rights of Peasants and Other People Working in Rural Areas<sup>3</sup> was formally adopted by the United Nations General Assembly in December 2018. This resulted from a collective struggle started by La Via Campesina 17 years earlier, and which has been supported by many international organizations.

CNA is also part of the **Community of Portuguese Language Countries<sup>4</sup> (CPLP) Platform for Peasants**, which had a say in the development of important instruments for the valorisation of Family Farming in the region, such as the Lisbon Charter for Strengthening Family Farming or the Guidelines for the support and promotion of Family Farming in CPLP Member States.<sup>5</sup>

At the national level, CNA gained institutional recognition, due to its representativeness and ability to act. The Confederation, which brings together more than 50 farmers' organizations at national level, has public utility status, is present in several consultative groups of the Ministry of Agriculture, participates in the Economic and Social Council and is received and consulted by the different Sovereign Bodies (President of the Republic, Prime Minister, Agriculture Commission of the Assembly of the Republic...).

CNA is also part of the network REALIMENTAR, a civil society initiative that constitutes a space for dialogue, articulation of efforts, resources and actions for intervention in the processes of formulation and decision-making on national and international public policies related to Nutrition and Food Sovereignty and Security and the Human Right to Food.

## Spain

Collective actions in rural and agrarian areas have been recorded throughout Spain's history, where there has always been a strong cultural feeling for cooperation across families or neighbourhoods.

By the start of the Second World War, 5.7 million hectares had been collectivised through the land reform developed by the democratic government. This public policy was dismantled during the dictatorship (1936-1975), that promoted a process of expropriation of land for "social utility" (as called by the regime), driven by direct and organised land occupation. Actually, at the end of the civil war, the Spanish economy was dismantled and agriculture falls under very difficult conditions. The policy of the new state was characterised by attempting to establish a minimum and regular supply of food, reinforcing traditional agriculture and, at the same time, eradicating any attempts at collective action. Instead, the dictatorship developed reforms designed to maintain the labour force in the countryside and serve the owners of large estates.

### TIMELINE

**1950s** Peasants emigrate to cities in progressively increasing numbers, in a process that

**1960s** becomes known as the "estampida de la desesperanza".<sup>6</sup>

**1960** The agrarian census estimates farmers represent 41.3% of the total workforce.

**1961** Peasant emigration increases very quickly and without order, accelerated by industrialisation.

**1969** Farmers estimated at 29.3% of the total workforce. Spain begins to separate into a North-Northeast industrial region and South-Interior-West agricultural region.

**1971** The Committees to Support the Peasant Struggle created on the initiative of the Unión do Povo Galego, giving rise to the Comissões Labregas.

**1972** The Trade Union Act allows for some local democratisation. Farmers begin to mobilise in protests,

**1974** establishing Unions of Farmers and Ranchers created in many counties with common characteristics: democratic, independent, unitary and peasant-led.

**1974** First Congress of the Sindicato de Obreros del Campo. Direct action and land occupations follow in many counties across Spain.

**1975** The dictator dies.

3) UN Declaration on the Rights of Peasants: <https://www.geneva-academy.ch/joomlatools-files/docman-files/UN%20Declaration%20on%20the%20rights%20of%20peasants.pdf>

4) <https://www.cplp.org/>

5) "Carta de Lisboa pelo Fortalecimento da Agricultura Familiar", CPLP website, February 7, 2008. <https://www.cplp.org/id-4447.aspx?Action=1&NewsId=5610&M=NewsV2&PID=10872>

6) A detailed information about this historic moment can be found in the book: Amalio Rivera del Castillo, *Estampida de la desesperanza*, (Madrid: Editorial Pastoriza, 1970). It can be translated as the "despair's stampede".

- 1976** La Coordinadora de Organizaciones de Agricultores y Ganaderos (COAG) is formally founded and organises a generalised blockade throughout the state.
- 1977**
- 1986** Spain joins the EEC and begins to restructure the agricultural sector. Despite this, 150,000 farms are disappearing every year.
- 1989** The first of many agricultural mobilisations take place in April, organised by COAG. In October, Cáritas convenes a Meeting for the Future of the Rural Environment in Escorial (Madrid), with more than 600 representatives from local and national organizations.
- 1990s** Agricultural crisis. By 1992, despite infrastructure and communication improvements in rural areas, the active agrarian population falls to 9%, and the agricultural sector shrinks to 4.1%.
- 1992** A Cáritas-organised symposium on the 'Future of the Spanish Rural Environment' leads to the constitution of Spain's Plataforma Rural (Rural Platform).
- 1993** La Via Campesina founded in Belgium.
- 1996** World Food Summit launches food sovereignty as a worldwide struggle.
- 2000** Active agrarian population at 7%.
- 2004** Active agrarian population at 5%. In the same year, the Rural Platform holds its Forum IV in El Escorial to improve collectivisation and cooperation, and organise the fight against transgenics, and for food sovereignty and organic agriculture.
- 2007** Following the Nyéléni World Forum in Mali, the Rural Platform begins to structure local alliances to work together on issues such as food sovereignty, short food supply chains and better regulations for peasant producers.
- 2008** The emergence of agrofuels causes an unprecedented food crisis.
- 2009** One of the worst economic crises starts in Southern Europe, affecting Spain as well.

In the last 10 years, the situation in the agrarian sector in Spain has been characterized by a deepening of its crises of sustainability and profitability. The dispersion of small and medium size farms is a tendency.

On the other hand, important innovations related to sustainable agri-food systems have been developed and reinforced by local public policies fostered under the Milan Urban Food Policy Pact.<sup>7</sup> And new forms of multistakeholders organizations and articulations have taken place, in the spirit of the Rural Platform. Food Sovereignty platforms at local and regional level were developed and a proliferation of short food supply chains articulations around agroecological agri-food systems took place (“Alimentando Córdoba”, promoted by the Institute of Sociology and Peasants studies - ISEC, at University of Córdoba, for instance).

The classical cooperatives and agrarian trade unions based on hierarchical structures and oriented to industrial agri-food systems started being contested by new forms of unions and articulations based on other principles such as radical democracy, ecofeminist perspective and solidarity economy, that despite their reduced impact in the agrarian sector, started to point out important challenges and innovations (Sindicato Labrego Galego or Coordinadora Campesina del País Valenciá – COAG, for instance).

### 3.1. Family Farming

**FAMILY FARMING** (comprising all family-centred agricultural activities) is a way of organizing, managing and administering agriculture, forestry, fishing, livestock and aquaculture production by a family, and depends predominantly on the capital and labour of family members, both women and men. Family and farm are interrelated, evolve together and combine economic, environmental, social and cultural functions.<sup>8</sup>

In a world where the pressure to feed a growing population<sup>9</sup>, with nutritious, accessible and sufficient food is increasingly pressing, Family Farming plays a fundamental role, both for its environmentally friendly nature and for its reach in terms of production and territory.

Family Farming, due to its multidisciplinary and multifunctional nature, is more than a way of producing food: it produces wealth, respects nature and biodiversity, guarantees the preservation of indigenous breeds and varieties, reinforces traditional production systems, uses environmentally friendly practices, preserves cul-

7) <http://www.milanurbanfoodpolicypact.org/>

8) Definition by FAO. Learn more about Family Farming on <http://www.fao.org/family-farming/home/en/>

9) The projection of the world population for 2050 is 9.5 billion people (UN, 2017)

ture and traditions, and guarantees social and territorial cohesion.

The current agro-industrial model does not respond to the wishes of the population and has been generating inequalities. Hunger and malnutrition continue to increase in the world along with food waste<sup>10</sup> and food-related illnesses. The pressure on natural resources is increasing.

The United Nations World Decade Plan for Family Farming (UNDFFF) 2019-28 declares: “To feed the world in a sustainable way, an urgent and radical change in our food systems is needed... there is nothing closer to the sustainable food production paradigm than Family Farming”.<sup>11</sup>

This recognition at an international level materialized initially with the declaration that 2014 was the International Year of Family Farming, and was reaffirmed with the approval of the UNDFFF 2019-2028. The UN considers this decade an extraordinary opportunity for the UN to fulfil its Sustainable Development Goals (SDGs) by focusing its interventions on Family Farming.

### SOME NUMBERS ON FAMILY FARMING

To better understand the scale and importance of Family Farming, we present some data to reflect its presence globally, in Europe and, more specifically, in Portugal and Spain.

According to FAO data, at least 90% of the world's farms are Family Farms and they produce 80% of the world's food in value terms.<sup>12</sup>

In the EU Family Farms dominate the agricultural sector in terms of their numbers and their contribution to agricultural employment. There were 10.5 million farms in the EU in 2016, with the vast majority of them (95.2%) classified as Family Farms.<sup>13</sup> The number would double if very small farms were considered for statistical purposes.

Of the 25.5 million people employed for regular work in agriculture in the EU, 24 million are employed by family-type farms.

More than about 140 million people, 28% of the EU population, live in rural territories and benefit directly or indirectly from the existence of this peasant agriculture.

Today, most of the 500 million European consumers are fed by peasant Family Farming.

## 3.2. Family Farming in Portugal and Spain

### Portugal

Portugal's agricultural is no exception to the average data from Europe. Family Farming has a predominant role, both in number of farms and in terms of work.

In the country, Family Farming represents 241,000 agricultural holdings – that is 93% of the total, covering



Minho (North of Portugal) – Family Farming landscape credited @ Adelia Vilas Boas for CNA, 2018

10) About 1 million tons of food are wasted annually in Portugal

Baptista et al, Do campo ao Garfo. Desperdício Alimentar em Portugal, (Lisboa: CESTRAS, 2012)

11) In the report's prologue, by former Director General of FAO, José Graziano da Silva, and IFAD President Gilbert F. Hounou, UNDFFF 2019-2028,

12) FAO, The state of Food and Agriculture. Innovation in Family farming, (Rome: FAO, 2014)

13) Eurostat, Agriculture statistics - family farming in the EU (2016): [https://ec.europa.eu/eurostat/statistics-explained/index.php/Agriculture\\_statistics\\_-\\_family\\_farming\\_in\\_the\\_EU#Structural\\_profile\\_of\\_farms\\_-\\_analysis\\_for\\_the\\_EU](https://ec.europa.eu/eurostat/statistics-explained/index.php/Agriculture_statistics_-_family_farming_in_the_EU#Structural_profile_of_farms_-_analysis_for_the_EU)

54% (1.9 million hectares) of the utilised agricultural area and more than 80% of the total agricultural work.<sup>14</sup>

But Family Farming is not only important because of the statistical evidence. It is essential for the sustainability of life, for the improvement of the population's food, for the preservation of the environment and as cultural heritage. In a context of human desertification of vast rural areas, Family Farming is crucial for territorial cohesion and to keep the Portuguese rural world alive.

However, Family Farming has been heavily penalized in recent decades, with low yields and with negative changes in the land structure. After Portugal's 1986 entry into the EEC, from 1989 to 2016, 315,105 farms were eliminated, at a rate of 1.33 farm per hour (farms up to 5 hectares were the most affected, with numbers falling by -62.9%).

Aware of the need to value and defend Family Farming, CNA chose 2014, the UN's International Year of Family Farming, to hold its 7th Congress, where it approved the Proposal for the Portuguese Family Farming Statute.

In February 2017, in an audience with CNA attended by the then Minister of Agriculture, the Prime Minister committed the Government to legislation enshrining the Family Farming Statute (FFS) in law. This happened in August 2018 with the publication of Decree-Law n.º 64/2018.<sup>15</sup>

The law offers an important recognition of Family Farming involving nine Ministries, yet this instrument still needs to be improved. For now, there are few measures implemented.

According to data the Ministry of Agriculture made available to the Lusa news agency covering the period up to 26 February 2020, of the 275 applications submitted to the Family Farming Statute, only 99 were approved.

These figures are far below the number of Family Farms in Portugal. CNA has requested from Government the creation of concrete measures and public policies within the scope of this Statute that will properly value Family Farming. Otherwise the Statute will only exist on paper and serve little purpose for farmers.

In this context, the Family Farming Statute was very present throughout the region's BOND initiatives in two ways. First, the peasant associative movement in Portugal shared a need to develop a way of conquering this important instrument, and secondly collective discussions proposed political recommendations for reforming and improving the Statute.

## Spain

Family Farms are also prevalent in Spain and constitute 823,000 (87%) of the total of 945,000 farms, comprising 14.1 million hectares of the utilised agricultural area, and corresponding to 13.1% of the EU total.<sup>16</sup>

76% of the holdings in Spain are smaller than 10 hectares and 54% are smaller than 5 hectares.<sup>17</sup> In 2009, the smallest farms controlled just 4.54% of Spain's agrarian surface.<sup>18</sup>

There are important differences between different regions. For instance, in Andalusia, holdings of more than 100 hectares represent 3.43% of the total holdings in the region and control 53% of the agrarian surface.<sup>19</sup> Meanwhile, in Galicia, these holdings represent 0.32% of the total and control 7.39% of the agrarian land; and in Valencian country they represent 0.56% of the total number of holdings, and control 25% of the agrarian surface.<sup>19</sup>

While in Andalusia the average surface/holding in 2010 was 18 hectares, in Galicia it was 8 hectares and in Valencia 5.5 hectares.

72% of Spanish holdings are based on family labour.

14) Eurostat, Farm Structure Survey (2016): [https://ec.europa.eu/eurostat/statistics-explained/index.php/Agriculture\\_statistics\\_-\\_family\\_farming\\_in\\_the\\_EU](https://ec.europa.eu/eurostat/statistics-explained/index.php/Agriculture_statistics_-_family_farming_in_the_EU)

15) Decree-Law n.º 64/2018, August 7, 2018, <https://dre.pt/application/file/a/115933763>

16) Eurostat, Farm Structure Survey (2016)

17) FAO, The state of Food and Agriculture. Innovation in Family farming, (Rome: FAO, 2014)

18) INE, Censo Agrario 2009, (Madrid: INE, 2009)

19) Carles Soler and Fernando Fernández, *Acaparamiento de Tierras en España*, (Bilbao: Fundación Mundubat y Revista Soberanía Alimentaria, Biodiversidad y Culturas, 2015)



# 4 Agriculture and Food Policies in Europe

## Agriculture and Food Policies in Europe

### SPECIFIC OBJECTIVES OF THE CAP SET BY THE TREATY OF ROME:

1. To increase agricultural productivity by promoting technical progress and ensuring the optimum use of the factors of production, in particular labour;
2. To ensure a fair standard of living for farmers;
3. To stabilise markets;
4. To ensure the availability of supplies;
5. To ensure reasonable prices for consumers.

Despite noble objectives, 63 years after the signing of the Treaty of Rome, which created the EEC and CAP, the impacts of agricultural, commercial and food policies in rural areas and peasants' contexts are not as expected.

Despite guaranteeing a significant part of Europeans' food, Family Farms have disappeared at an alarming rate in Europe and those that remain face many difficulties, including access to markets and outlets for their production at fair prices. This compromises these farmers' right to live and work with dignity.

Although CAP aid is intended to offset farmers' incomes, in 2017 farmers obtained on average less than half of what could be earned in other jobs.

The intensification of production, orientation towards productivity and incentives intended to concentrate land use have generated a continuous expulsion of peasants from the countryside and, therefore, an important crisis in rural areas.

It is no coincidence that, in the EU, non-Family Farms control more than a third (37.7%) of the total utilised agricultural area, despite representing less than 5% of the total number of farms.<sup>20</sup>

Between 2005 and 2016, 4.2 million farms in EU Member States were lost. The vast majority of these (around 85%) were small peasant farms with less than 5 hectares,<sup>21</sup> marking a decrease of about a quarter in just 10 years.

The fact that almost a third of farm holders in the EU-28 were 65 years of age or older in 2016 is another important issue.<sup>22</sup> The lack of generational renewal in the agricultural sector has long been identified as a concrete consequence of the CAP. This phenomenon poses a serious risk to the sustainable development of Family Farming and rural areas.

Support for Family Farming, was not a priority for CAP. The European Commission itself assumes that 80% of aid is paid to 20% of farmers with large holdings. In Andalusia (Spain), for example, four of the seven largest holdings in the city receive between 3 and 8 million euros in public aid from the CAP, while the average value that a farmer receives from the CAP in Spain is 5,328 euros/year.<sup>23</sup>

In 1986, the same year Portugal and Spain joined the EEC, negotiations began for the 8th Round of the General Agreement on Tariffs and Trade (GATT), which includes the agricultural sector.

This agreement shapes the current World Trade Organization (WTO), liberalizes international trade and increases competitive pressure on agriculture.

The EU currently has about 100 trade agreements in place, and which are in the process of being updated or negotiated. In this context of globalized, liberalized trade, farmers continue to be mere suppliers of raw materials at low prices. This situation is aggravated by the fact that these agreements provide foundations for arbitration courts, which can judge and condemn states while protecting the investments of large multinationals.

20) Eurostat, 2016.

21) Eurostat, 2016.

22) Eurostat, 2016.

23) Ferran García, ¿Quién ha recibido más subvención de dinero público a través de la PAC en 2015? (Barcelona: VSF – Justicia Alimentaria, 2015)

## 4.1. CAP in Portugal and Spain: Impact on Family Farming

### Portugal

At the time of Portugal's accession to the EEC, national agriculture was based on family organization, with a productive structure dominated by smallholdings. A large component of these included self-consumption, and consisted of Mediterranean cultures such as fruits, vegetables, wine or olive oil.

Portugal has entered a phase dominated by the liberalization of agricultural product markets worldwide and, therefore, in the progressive reduction of prices. The already fragile national agricultural sector faces difficulties of the EEC itself in the flow of production. There is an urgent need to adjust prices to balance supply with demand.

In a context of surplus production where the priority was to not produce, Portuguese agriculture began to decline. The situation was compounded by problems in CAP that did not take into account the specificities of each country and its productive capacity.

Since joining the EU, the national agri-food balance has worsened, both because of the need to restructure agricultural holdings and because of the common market (the policy for reducing production surpluses has been applied linearly).

Payments to farmers have been progressively decoupled from production and replaced by direct income aid. Discouragement in the fields has been striking and even today the consequences are enormous.

**Agri-food deficit:** Domestic agricultural production grew less than the food supply and the agri-food deficit increased by 80 million euros in 2018, remaining excessively high at -3705.8 million euros<sup>24</sup>, and threatening Portugal's food quality, security and sovereignty.

**Higher concentration of land:** The average area of farms rose from 6.7 ha in 1989 to 14.1 ha in 2016.<sup>25</sup>

**Imbalance of aid:** In 2015, smaller holdings (<5 ha) represented more than 65% of beneficiaries but received less than 13% of total aid. At the opposite end, less than 2% of holdings (the largest) received more than 33% of the total payments considered. The number of CAP beneficiaries decreased by 12% in mainland Portugal between 2009 and 2015, with 21,818 beneficiaries disappearing on the smallest holdings (<5 ha), a loss of almost 20% of farmers in this class.<sup>26</sup> In the same period, only farms classed by a Standard Production Value (VPP) of less than 4000€ – the smallest – lost beneficiaries, with almost 25% of farms considered very small disappearing. The increase in the minimum area for access to aid, implemented in Portugal by the 2013 CAP reform, contributed substantially to this.

In 2015, the average of direct payments in Portugal was 186 € / ha, compared to 256 € in the EU.<sup>27</sup>

**Shut-down of farms:** From 1989-2016, more than 300,000 farms (the majority with less than 5 ha) disappeared, marking the abandonment of the rural world (INE).

**Low farm yields and flow difficulties:** In the last decades, the installation of large hypermarkets has accelerated in Portugal and today it is estimated that they control around 85% of the total sale of agri-food products, promoting unnecessary imports, reducing prices in production and speculating even with consumers.

In 2017, for example, the output price of potatoes reached 0.05 € / kg, when production costs were 0.20 € / kg. This was not reflected in lower consumer prices.

According to official data, the distribution of value along the agri-food distribution chain is as follows: for every 100 € paid by the consumer, 50 € goes to distribution, 30 € corresponds to processing and only 20 € goes to the farmer. If we consider that 75% of the farmer's share are production costs, the farmer and his family collect only 5 €.<sup>28</sup>

**Ageing of the farming population:** Low income from agricultural activity makes it unattractive for young people and hinders the rejuvenation of the agricultural fabric of rural areas. Portuguese farmers are the oldest in the EU-28, with an average age of 65.<sup>29</sup>

Bilateral trade agreements with third countries further aggravate the situation for Family Farming. The

24) INE, Estatísticas Agrícolas - 2018, (Lisboa: INE, 2019): [https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine\\_publicacoes&PUBLICACOESpub\\_boui-358629204&PUBLICACOESmodo-2](https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_publicacoes&PUBLICACOESpub_boui-358629204&PUBLICACOESmodo-2)

25) INE, Inquérito à Estrutura das Explorações Agrícolas - 2016, (Lisboa, INE, 2017): [https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine\\_publicacoes&PUBLICACOESpub\\_boui-277088793&PUBLICACOESmodo-2](https://www.ine.pt/xportal/xmain?xpid=INE&xpgid=ine_publicacoes&PUBLICACOESpub_boui-277088793&PUBLICACOESmodo-2)

26) Pedro Santos, Cláudia Filipe e Paula Antunes, Voz da Terra n.º 84 - PAC pós-2020 (Coimbra: CNA, 2018), 19

27) Pedro Santos, Cláudia Filipe e Paula Antunes, Voz da Terra n.º 84 - PAC pós-2020 (Coimbra: CNA, 2018), 14

28) Gabinete de Planeamento, Políticas e Administração Geral, CULTIVAR: Cadernos de Análise e Prospectiva n.º 3 (Lisboa: GPP, March 2016)

29) INE, Inquérito à Estrutura das Explorações Agrícolas - 2016, (Lisboa, INE, 2017)



2013 CAP reform has not responded to the most urgent needs, with regard to stabilizing markets, improving farmers' incomes, especially in small and medium-sized farms, supporting a more environmentally friendly agriculture, better distribution of aid and valuing those who produce.

## Spain

The situation in the Spanish state is heterogeneous regarding the application of the CAP, with respect to direct payments and the application of rural development funds. For example, data regarding people affiliated to the Special System of Agriculture, Livestock and Fishing shows that, between the years 2009 and 2019, there has been a decrease of 12% in the State as a whole, being in Galiza 36%.<sup>30</sup>

Further data indicative of heterogeneity from this period shows that almost 700,000 requests for CAP aid were submitted in the Spanish State, while there are less than 300,000 registered people in the SETA (the special Social Security system for farmers and ranchers). In Galiza, 26,805 applications were filed, and 29,013 people were affiliated to SETA. The size of farms is very variable and, therefore, the average amount of basic payment charged per beneficiary also varies (State: 4,011 €, Galiza: 2,699 €)

However, in common with the entire EU, the application of the CAP in Spain eliminates farmers. The CAP has been a failure in terms of maintaining Family Farming or establishing decent incomes for food producers. Common problems include: access to land, seeds, credit, fair markets, loss of ability to decide what and how to produce (Integration of livestock and agriculture). It is more and more difficult to cover production costs and each time farmers have to produce more to earn less.

Discussions of CAP almost always refer to the subsidies received by farmers and other rural inhabitants. Yet it is more important to examine how the application of Regulation 1308/2013, which creates and organizes agricultural markets, has influenced each State. This Regulation is the basis for important decisions which affect more than just the budget: public intervention, private storage, operational programs for the fruit and vegetables sector, planting authorizations, import and export marketing regulations, Designations of Origin (DO) and Protected Geographical Indication (IGP), producer organizations, interbranch organizations, con-



Galiza (Spain) – Extensive livestock farming credited @ SLG, 2020

<sup>30</sup> Ministerio de Trabajo, Migraciones y Seguridad Social

tractual systems, competition rules, contracts.

These, and so many other issues, are what really matter and not the subsidies and these issues are part of CAP regulations under negotiation today. The regulation suggests that, through creating producers' organizations to manage relationships with distribution chains and negotiate stable contracts with the industry, farmers have better control over prices, production and markets. But the reality of the Galician dairy sector shows the opposite to be true: decision-making and power in the markets is imbalanced in the industry's favour and away from producers' organizations. In each contract the industry determines the quantities farmers are allowed to produce and the price they can sell at.

In addition, there is almost unanimity regarding the bad distribution of funds. The European Commission, the European Parliament, the European Court of Auditors admit to problems.

In the Spanish as well as other states, distribution of first pillar funds through historical rights has created problems in production and for new farms. A whole series of payments depend on the existence of these rights, so some farms receive nothing (young people, for example, although redistributive aid was not implemented in Spain). The payment per hectare to comply with mandate from the WTO also hurts very small farms, since the average payment in Galiza is 187.26 € / ha.

The second pillar Rural Development funds have also seen variable application. Galiza has had measures implemented for years, such as aid to young people, or for improvement plans, agri-environment, or organic farming. These measures would all need to be improved in many ways, in order to serve the purpose of the Rural Development Plans. In the case of agri-environment, organic farming and disadvantaged areas, the payment is per hectare, so the problem is always the same for people with very small areas. A determined commitment and additional funds are needed to genuinely solve problems in rural areas.

The results of CAP have created a situation in the Spanish state almost identical to that of Portugal. 43% of small- and medium-sized farms in Malaga have gone out of business over the last 10 years,<sup>31</sup> and Malaga is not the only province affected.

This process can be attributed, in many cases, to the absorption and concentration of food supply chains by multinational companies, and to the strategic role of these companies as intermediaries between producer and consumer. In 2015, for example, 73.7% of food purchases by Spanish households were made in supermarkets, hyper-markets and discount stores;<sup>33</sup> the five major operators in this sector accounted for 50.4% of the market share. Policy has imposed supply requirements, prices and payment terms which small- and medium-sized farms struggle to meet.<sup>34</sup>

31) INE, 2015.

32) MAGRAMA, 2016.

33) Reyes, 2016.

34) Rucabado and Cuéllar, 2018; MAGRAMA, 2006, 2010.





# 5 Regional Flow of the BOND Activities

## Regional Flow of the BOND Activities

After setting up the context of the farming sector and collective action in the two countries, and the impacts of different policies, we will now present the main activities that took place in the region. The themes underlying them, as well as the results obtained, are intrinsically related to the scenario that we presented earlier.

The activities were developed on three main stages:

- **SEE** enabled exchanges of knowledge between partners, regions, and countries, to enhance the awareness of BOND participants
- **LEARN** established participatory methodologies for tackling challenges and strengthening networks
- **TELL** consolidated networks and enabled the reach of recommendations for better public policies for the farming sector

### 5.1. SEE – Learning from Success

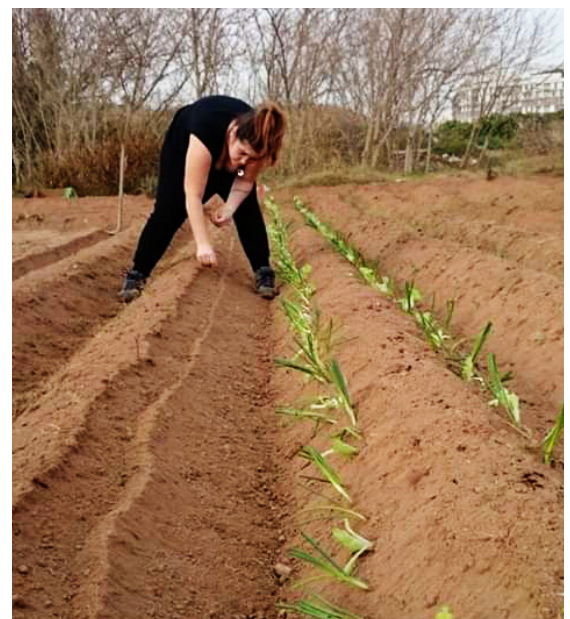
#### Study Tours

Between February and April 2018, the 60 BOND representatives attended study tours, visiting selected host countries. Farmers and organizations shared their knowledge and we took inspiration from each other's examples to develop new ways of dealing with challenges.

From Portugal four people participated in these tours: Laura Tarrafa visited Norway, Joaquim Pifano visited the Netherlands, and Florence Melen and José Miguel visited Spain. From Spain two participants, Mireia Gonzales and Dora Cabaleiro, travelled to the United Kingdom.

Spain hosted the first study tour in Valencia from 26 February to 2 March.

The tour welcomed 10 BOND representatives from across Europe, along with organizers from



Valencia (Spain) – Mireia's Agroecological farm and market stall credited @ CCPV-COAG, 2019

#### MIREIA GONZALES, CCPV-COAG, VALENCIA (SPAIN)

"The study tour in Wales was the most transformative experience of BOND, on many levels, but above all emotionally. I could even be aware that language was never a barrier, and that is a very special feeling of communion. I was able to learn many new things: about Land Workers Alliance, the organization that received us, and its operation; and, especially, the Community-Supported Agriculture (CSAs), which I had heard about but did not know directly. They are very interesting support systems that we have tried to adapt in some respects to our certification group in Valencia. Lots of inspiration about new ways of collaboration. CSA, as a concept, and its advance as a practice, I believe has an incredible impact capacity and as we move forward in its construction, we achieve fair and sustainable food systems."

CCPV-COAG, Coventry University and other partners from Spain such as SLG and the University of Córdoba. The tour examined first-hand the history and traditions of Family Farming in the province of Valencia. The main objective was to explore successful examples of collective actions by the region's farmers.

### Outcomes from the Study tours

The cases visited were diverse and enriching: Land Banks, Participatory Guarantee Systems, different types of short food supply systems (school canteen, consumer group, peasant market and the historic “strip count”), and regulatory changes achieved to support artisanal productions. And finally, we were able to share the experience of the Platform for Food Sovereignty of the Valencian Country, which has worked hard to support these initiatives.

The common characteristic to all these collective actions was a need for greater involvement by producers, consumers, social organizations, environmental groups, the academy and public administration. And always, the common goal and work around it was the cause of achievements to support Family Farming and empowerment of farmers.

### Workshops: Sustainability of Food, Commercial and Production Models

After the study tours, Portuguese participants had the opportunity to share their knowledge and experiences at three workshops on Sustainability of Food, Commercial and Production Models held in Coimbra on 15 April 2018. The workshop themes were: Short Circuits; Public Procurement; and Organizational Models.

### Outcomes

Sharing successful experiences allowed participants to discuss what public policies are necessary to discriminate positively for family farmers and inspire proposals for improving the impact of the Family Farming Statute (FFS).<sup>35</sup>

For instance, the experience in Valencia provided good examples of how short food supply chains can help to solve one of the biggest problems of family farmers that is access to markets and fair prices. In addition to providing material to substantiate CNA proposals for the materialization of the FFS, the various experiences of the study visits have also allowed to inspire work in the organizations of the participants.

### Interregional Forum of Córdoba

The Interregional Forum was organized by University of Córdoba to deepen discussions of collective action at the European level. BOND participants and partners from 22 different countries attended alongside organizations that had hosted study tours.



Interregional Forum of Córdoba credited @ Leila Tazir, 2018

31) The Family Farming Statute (Decree-Law n.º 64/2018) foresees the right of Family Farmers to have access to:

e) Markets and consumers, achieved through support for the creation and reactivation of proximity markets and short sales channels;

f) A specific public procurement regime for the provision of proximity to agri-food goods (schools, hospitals, Private Institutions of Social Solidarity and Armed Forces);

Several different moments were organised during the two days forum, to deepen on the experiences exchange and the collective reflection. Activities during the Forum included:

- collective exhibitions of seeds and regional typical products
- short theatre plays by participants to share and learn from each others' study tour experiences
- a plenary led by study tours hosts on successful cases of collective action
- an open forum and World Café on participants' main barriers to promoting collective action initiatives and developing Family Farming

### **Outcomes from the Interregional Forum**

Many things were learned during the Interregional Forum, related to Family Farming in Europe and especially in Southern countries. The forum posed the following questions:

- Which of the collective actions you have experienced have been most satisfactory at dealing with your challenges?
- In your opinion, what things/factors made these experiences successful?
- How can you bring these factors to your everyday experience?

The Forum raised a number of important issues affecting Family Farmers:

- Difficulties to create dialogue between Family Farming organizations and administration.
- Even when regions have technicians and politicians who understand the importance of Family Farming, there is a real barrier to connecting support for this important farming sector with the demands of food regulatory frameworks.
- Family Farming key role in caring for the Earth and the environment, and its social importance is rarely recognized.
- Economic difficult sustainability of this type of farms
- Constraints to engage in collective initiatives, as whenever farmers leave their working place, this does cost money for them or the overloads family
- Complex block of expectancies on farmers (e.g.: when trying to build collective initiatives with other farmers and consumers, in order to build short food supply chains and other marketing innovations, they are supposed to know the recipes of how to cook the vegetables they grow, the health qualities of the products, working as doctors...)
- Wide range of tasks related to the farm activity, from producing to selling, among others
- Intergenerational turnover and the ageing of the peasant population was considered as a main issue by all participants. Many young people leave for the cities and those who stay work in different jobs, but not farming. Better and decent life seems to be incompatible with being a farmer
- These elements end into an abandonment process together with increasing land concentration. While on the other hand, rural activities, especially those related to environment and education, are bringing more and more young people and children to rural areas where they can learn more about agriculture and the environment. And this is identified as an opportunity to build new connections.

### **Success cases were identified:**

- Creation of a Family Farming Statute in Portugal
- Valencian initiative related to Regulatory Frameworks, to adapt the decree 852 on food safety to the Family Farming sector
- In Andalusia, this collective conquer was identified with a subsidy that goes to landless farmers in the period where there is not land work to do
- In Galiza, the identified success was related to women's land tenancy. Women didn't have right to be land tenants before, and now it's given. Also, in the rest of Spain there are being advances on the issue, thanks to collective action initiatives.
- ECVC mobilization consisting in actions related to land grabbing. Peasant organizations supported with some alliances put their demands in front of EU and the next step is to put the demand in front of European land directives.

- The European Coordination Via Campesina (ECVC): this network works toward a future where farmers are able to work with dignity and earn a decent living, and people can access healthy, affordable food from local producers.

### SINDICATO LABREGO GALEGO'S (SLG) STRUGGLE WINS LAND OWNERSHIP RIGHTS FOR WOMEN

Land ownership always went to the first male child (what is called, vinculeiro in Galiza), so it was very difficult for women to own land. Until the 1990s, for example, if a woman inherited a farm and her husband already owned another, she could not own the farm and the rights were considered to pass only to the husband.

Thanks to the struggle of SLG, a law of Shared Ownership<sup>36</sup> was achieved that consecrates:

- Administration, representation and responsibility for the exploitation of Shared Ownership between the two regular members.
- Distribution of yields at 50%.
- Consideration of both owners as direct beneficiaries of the aid and subsidies of which the exploitation is the object.
- Social Security contribution by both members.

- The European Food Sovereignty Movement: an international political cooperation that aim to build common strategies in order to re-organise the way we structure our society around food and agriculture today. It is the widest international movement aiming to realize food sovereignty in Europe.

### Training of Trainers: Strengthening Farmers through the creation of social capital

After the Interregional Forum in Córdoba, an initial four-day Training of Trainers (ToT), was organized



Galiza (Spain) – Dora's Agroecological farm credited @ Dora Cabaleiro, 2019

### DORA CABALEIRO, SLG, GALIZA (SPAIN)

"The Córdoba Forum was a wonderful meeting space, with impeccable management that made the work of the study tours visible, by sharing experiences with the other participating groups. In the open Forum we put the emotions that move us in the different roles that we assume, as peasants, as trade unionists, as technical personnel, as coordinators... and in our specific realities in our different countries.

It was the party to celebrate that Agroecology and Food Sovereignty are very much alive and present throughout Europe. The Forum has been the perfect finishing touch to close and start a new stage in the BOND project".

36) Shared Ownership Law (ES): [https://www.mapa.gob.es/es/desarrollo-rural/temas/igualdad\\_genero\\_y\\_des\\_sostenible/titularidad\\_compartida/](https://www.mapa.gob.es/es/desarrollo-rural/temas/igualdad_genero_y_des_sostenible/titularidad_compartida/)

37) Guilherme Brady and Mariagrazia Rocchigiani (FAO)



and led by FAO, for 20 trainers, to develop capacities of the participants in different topics and provide basis for future processes of change within their organizations.

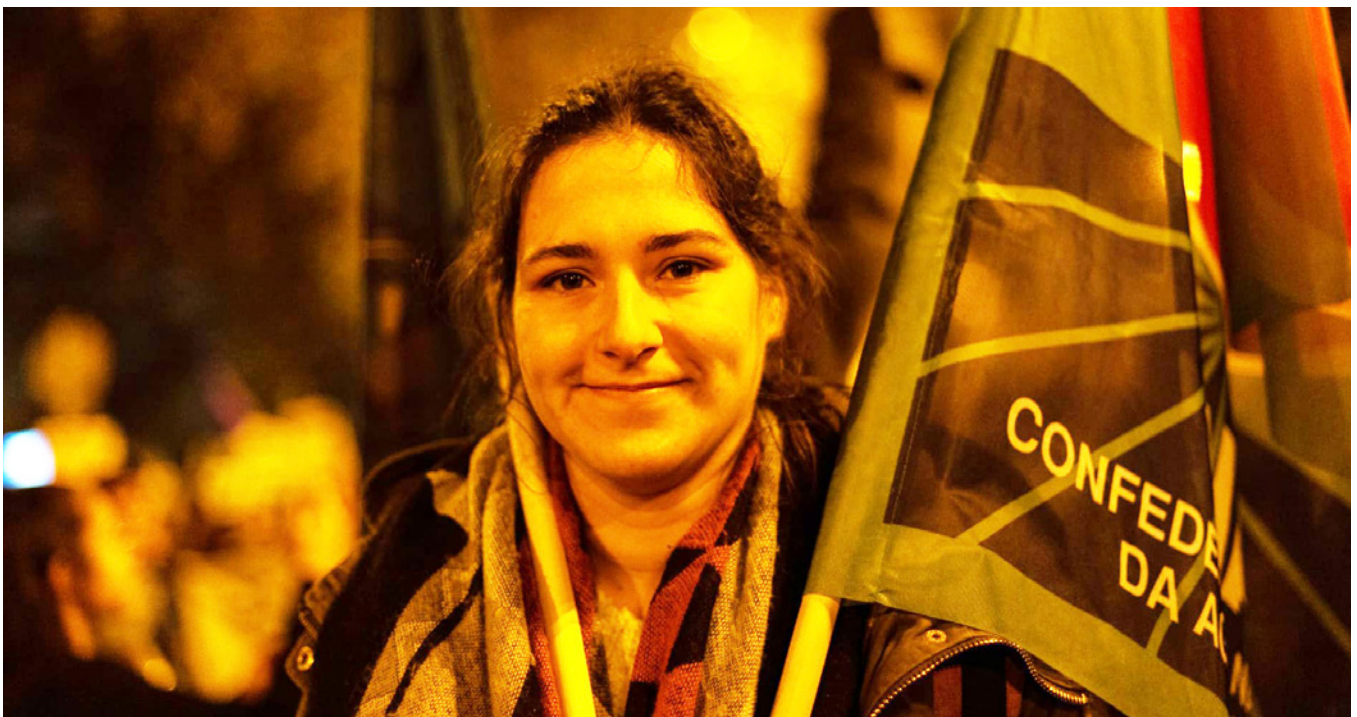
Laura Tarrafa, from Portugal, was among this initial group. In addition to the training received, each participant developed an action plan, in the case of Laura, her action plan focused on strengthening youth participation in farmers organizations. Within the scope of this plan, the theme of youth was introduced when implementing participatory methodologies and tools at the 1st National Workshop held in Portugal.

Later, with FAO's support,<sup>37</sup> Laura conducted a two-day training course in Coimbra, after the Regional Policy Round Table, on "The organization as a group: Self-confidence, values and leadership" and "Vision, Performance assessment and planning", themes designed according to the trainees' aspirations and the needs of their organizations.

Among the participants, were BOND representatives Dora Cabaleiro (Galicia/Spain), Mireia Gonzalez (Andaluzia/Spain), Joaquim Pífano and José Miguel Fernandes (CNA).

### Outcomes

In the feedbacks obtained, participants expressed in repeating similar important initiatives that were considered very important to consolidate and develop concepts of great importance for the performance of the national and European farmers' associative movements. A shared aim was to provide fertile ground for collected seeds, and individual action plans were developed by each participant to continue the work within their organizations in different regions.



Madrid (Spain) – Laura at the March for Climate during COP25 credited @ Isabel Salcedo for La Via Campesina, 2019

#### LAURA TARRAFA, CNA, COIMBRA (PORTUGAL)

"Participating in the Training of Trainers, in Córdoba, was a privilege. Initially, I didn't quite understand what was intended with the training or what contribution I could give to my organization. It was a time to stop and think about the organizations, the elements that are part of it, what links these elements and what path we want to do side by side. Later, in January 2020, I had the privilege of helping to organize the training of trainers for organizations in the Iberian Peninsula and to facilitate part of the training, alongside trainers from FAO, with experience in Peasant Organizations at an international level.

Being able to put the knowledge acquired in Córdoba into practice and adapt it to our reality allows us to think about the organization, strengthen the network and fine-tune the steps and the traced path.

Today I firmly affirm that it was the turning point in the way we approach some issues in the organization today, based on the principles, methods and knowledge we have acquired and that we must keep and remember from time to time."

## 5.2. LEARN – Understanding Attitudes – Overcoming Weaknesses and Constraints

### Participatory Methodologies and Tools

BOND developed a participatory methodology between different stakeholders, that brought together academics and practitioners to reflect on attitudes and barriers to collective action.

The University of Córdoba led on designing and implementing the methodology, that CNA applied on a workshop on Promoting Collective Action, Strengthening Family Farming organised on January 23th, 2019, at its headquarters to discuss issues such as youth participation on farmers' organizations, financial sustainability and the capacity to political influence.

### Outcomes

The workshop had as participants CNA workers and leaders. Bringing other voices for a space of debate which, in most cases, is reserved for the governing bodies, has contributed to reinforcing the sense of belonging and the democratic spirit of the organization.

Participants created a Portuguese social map to identify potential bridging strategies that could reinforce organizational goals and help to overcome barriers to improving and supporting Family Farming.

Having identified some aspects that may limit the development of collective action and networking in the agricultural sector, but also the potential that can be exploited, the workshop set the ground for the 1st National Workshop to be held in Portugal. It was worth to transport this very important reflection at organizational level to a broader audience.

### National Workshops in Portugal and Spain

#### 1st National Workshop, Portugal (Coimbra)

The date chosen for the first National Workshop was 24 February 2019, two days before CNA's 41st Anniversary.

Participants gathered under the umbrella theme of Promoting the Associative Movement to Strengthen Family Farming, to explore the participation of young people in farmers' organizations and to discuss the sustainability, influence and organic capacity of the associative movement.

#### Workshop Outcomes

The main result of the discussions was a List of Recommendations presented to the Directorate of CNA define possible ways of action to overcoming challenges to collective action.

This discussion was of utmost importance for farmers associative movement. For the importance of Family Farming represents and for the need to continue its resilience, it is vital to have strong representing organizations. This collective analysis allowed to realise self-limitations and strengths, and at the same time, external aspects that need to be faced and worked.

One of the key aspects that concerns the family farmers movement in Portugal is the need to reinforce the youth participation, as well as attract more young people into farming. Some practical result was already achieved by celebrating a protocol with academia.

### MEMORANDUM OF UNDERSTANDING BRIDGES FARMERS MOVEMENTS TO ACADEMIA

The signature of a Memorandum of Understanding (MoU) between CNA and Escola Superior Agrária de Coimbra (ESAC) is the result of BOND activities with a view to strengthen collective action and multi-actor approaches.

One the 1st National Workshop in Portugal, held at the ESAC, one of the constraints identified was the "lack of incentives to the participation in collective organizations and the associative movement leading to the detachment of the youth". In this context, one important recommendation was "to promote a closer relation with academia – professional and superior level –, so agriculture students may have contact with collective organizations and also academic institutions itself may have contact with Family Farming and peasant movements and perspectives".

Bridging with academia and all its potential of knowledge and investigation is an important step to add value to agricultural organizations, Family Farming and the rural world.

With this MoU, the parties intend to narrow and deepen the collaboration, bringing students and academia closer to the reality of the country, in particular Family Farming, the Rural World and sustainable production models and, at the same time, putting academic knowledge and scientific resources within the reach of agricultural organizations and farmers.

## 2nd National Workshop, Portugal (Fundão)

As we saw before on chapter 3, CAP has a strong influence in national policies for the farming sector. The objective of this workshop was to explore ways of capitalizing on the opportunities presented by the CAP reform for post-2020, and the May 2020 elections to the European Parliament. The workshop was a chance to hear farmers' voices with respect to their main concerns about policies that influence their daily lives and their income.

### Outcomes

This workshop developed an open letter and a questionnaire, which were sent to Portuguese candidates to the European Parliament, in order to assess the position, they would take, if elected, within the European Parliament.

- The open letter proposed some key recommendations, including: CAP must value Family Farming and the production of quality food that is accessible to all citizens based on a healthy and sustainable model of agriculture.
- Family Farming needs a change in the CAP, based on Food Sovereignty, which offers fair prices and incomes to farmers and keeps the rural world alive.
- In the face of an increasingly liberalized market, which “crushes” Family Farming, it is considered indispensable to define regional policies, the resumption of instruments of public regulation of the market and of production, to combat the low agricultural prices created by “volatility”, in order to facilitate access to markets and to solve other fundamental problems that affect Family Farming.
- A fairer and more solidarity-based CAP for farmers, rural people and citizens requires a better distribution of aid. To that end, modulation should be compulsory and there should be a capping, ie that beneficiaries of CAP aid cannot receive more than € 60,000 per year of Direct Payments.

### “TELLING” RECOMMENDATIONS TO PORTUGUESE MEMBERS OF THE EUROPEAN PARLIAMENT

Entering already in the “TELL” pillar, a delegation of CNA went to Brussels in November 2019, to meet with Portuguese Members of the European Parliament and with the Permanent Representation of Portugal to the European Union (REPER).

At these meetings, CNA addressed the concerns and perspectives of Family Farming for the CAP, including the questions and recommendations from the national workshop.

## National Workshop in Spain (Galiza)

SLG, supported by University of Córdoba, CCPV-COAG and FAO, organized a national workshop in Galiza, on 5-6 July 2019, on “Food Processing and Peasants’ Productions”, centred on problems generated by the strict hygienic and sanitary regulation designed for large industries. The regulation excludes many artisanal food processors, as well as the option of farm processing, which can be an important economic complement for many farms. The 58 participants included farmers, social organizations, agents of the public administration, activist research groups and local political representatives.

Over two days, the workshop included:

- presentations on administrative barriers to small scale Family Farming food transformation.
- working groups for different sectors (bread, food crafts, mobile slaughterhouses...), with the aim of beginning to set future guidelines.
- a visit to an O Alle milk farm, which sells raw milk directly to consumers. This farm in Galician territory was the first farm that could legally sell raw milk in the state, as well as a change in legislation.
- a closing session looking to the future, drawing conclusions, and organizing the ongoing fight to make space for processed foods from small producers. This is as important as necessary, to bring high quality products to consumers, as well as for the added value for the income of farmers.

### Outcomes

The main conclusion from this workshop was that the need for more flexibility with hygiene and sanitation regulations has already been foreseen at the European level, but this flexibility has not translated to Spain, and has not been supported by the government.

Different options for flexibility and adaptation to small scale processors are clear, and have already been applied in different political contexts, such as the region of Valencia. But these options are not more widely known, nor supported. A collective networking of organizations aiming at pressuring political institutions to adapt the regulation and support small scale processors and peasants processing is needed and possible. This workshop set the basis for the signature of a Memorandum of Understanding between four organizations (SLG, CCPV-COAG, University of Córdoba and AISEC – Asociación para la Investigación de Sociología Estudios Campesinos) to create a state platform that defends these interests.



Galiza (Spain) – Local market @ SLG, 2019

### 5.3. TELL – Affirming a Position in The Policy Landscape

#### Regional Policy Round Table in Portugal

On 28-29 January 2020, CNA hosted a Regional Policy Round Table in Coimbra, Portugal, on Family Farming and Market Access., This important event reviewed CAP, and also policies at broader level, such as those emanating from the WTO, which have had major impact on farmers' lives, and all our food. The Policy Round Table's goal was to reach a set of policy recommendations and agreements which would foster social capital in the farming sector.

More than 40 participants from 13 nationalities joined the event to analyse the challenges Family Farming faces in accessing markets, in building positions, reinforcing cooperation and alliances between organizations, and strengthening collective action around commercial issues.

#### Outcomes

Participants agreed that the WTO, the proliferation of FTAs and CAP are having devastating impacts on Family Farming in Europe that extend to Europe's unique landscapes, biodiversity, culture, traditions and wider society.

With food quality strongly affected by "free" trade demands to reduce quality parameters, the environment also is being severely damaged by the increase of long-distance trade (especially by sea), without being subject to environmental impact studies.

For small and medium-scale farmers, and for Family Farming, the impacts of policies have been visible at several levels:

- producer prices are unsustainably low;
- competition distortion (social, fiscal and environmental dumping);
- income collapse;
- difficulties in accessing markets;
- job losses;
- closure of farms;
- disaggregation of the social fabric and human desertification of rural territories, to name a few.

To reverse this path - one that condemns European peasant agriculture - priorities must be to:

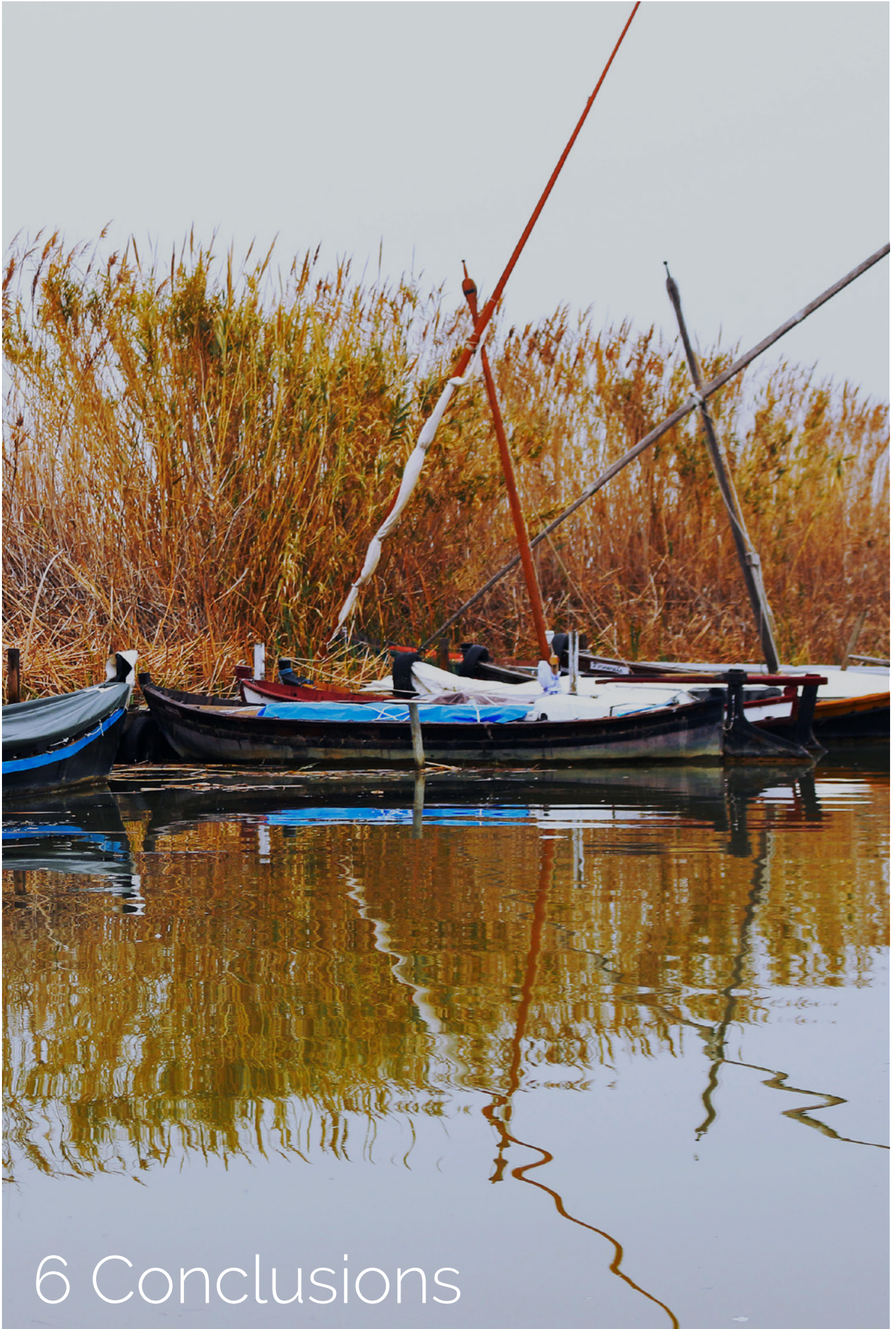
- place food sovereignty at the centre of policies, guaranteeing fair prices for the production of quality food, close and accessible to consumers;
- relocate food systems in order to reduce transport and protect food systems and agriculture over large agribusiness profits;
- prioritize local products in public procurement;
- introduce kilometre tax to differentiate products that cover long distances;
- guarantee minimum prices;
- tax products that do not respect European rules;
- show transparency on profit margins associated with each product and its distribution;
- adopt an anti-trust law to avoid up-stream concentration;
- ensure that the CAP is not subordinated to EU competition law, according to article 42 of the EU Treaty;
- take into account social aspects and guarantee decent conditions for agricultural workers.

This Regional Policy Round Table allowed a collective reflection on the topic of trade and markets, but also the chance to build proposals and move towards a common action plan and strategy. After two days of debate, participants delivered The Coimbra Declaration: “European family farms need collective action to improve their access to agriculture and food markets”. This declaration summarizes contributions from the participants, proposes a list of recommendations and creates a Working Group on Market Access for Family Farms at the European level, uniting the agricultural organizations present at the meeting.

#### COLLECTIVE ACTION FOR THE FUTURE: WORKING GROUP ON MARKET ACCESS

The debate is not over. As embodied in the Coimbra Declaration, participants at the Regional Policy Round Table agreed to continue working collectively. The Working Group on Market Access for Family Farms at European level was created by the farmers' organizations present, with the specific aim to work toward policies favouring a more sustainable, healthier and fairer farming sector in Europe, by contributing to:

- early warning systems and rapid responses to existing and new marketing and trade agreements being developed, to mitigate their risks to farmer's livelihoods;
- agricultural and trade policy proposals that impact positively on rural territories;
- research evidencing impacts of the current market and trade policies on European agriculture;
- dissemination of market and trade-related issues to the wider community.



# 6 Conclusions

## Conclusions

The diversity of initiatives and tools developed through the BOND project, as well as the wide range of participants involved, has contributed to - and will certainly continue to bear fruit for - the empowerment of farmers and their organizations by strengthening their capacity for political intervention at different levels.

By analysing results achieved during the project's initiatives, the relevance of collective discussion about the concerns and aspirations of peasants has become evident, as well as the importance of strengthening collective action around their representative organizations as a vehicle for political advocacy to improve their living and working conditions.

Farmers and members of organizations participated in study tours, debates at national and regional level and training events, to reinforce knowledge and share information and feelings of belonging to the same farmer community with potential to affect great change.

Mutual knowledge was developed between partners, agreements were established for common actions in support of Family Farming and experiences were shared with a view to identifying possible paths to positive change. Entities and policy makers were involved in the discussions and witnessed the potential within the exchange of ideas and visions between and by farmers.,

Political decisions have a strong impact on the life and work of farmers and society. However, **States must commit to instruments recognizing and valuing Family Farming.**

Despite the official and institutional fair recognition of the importance of peasant Family Farming in Europe, there is a contradiction between what is stated, the policies adopted and their consequences in the sector.

We speak of recognition instruments such as the Declaration of the Rights of Peasants and other people working in Rural Areas or the UN Decade for Family Farming 2019-2028. In the case of Portugal, the Lisbon Charter for the Strengthening of Family Farming under the CPLP and the Family Farming Statute are also noteworthy. Yet there was a consensus, during the BOND debates, about the need for States to move from words to actions with the adoption of public policies and concrete measures that contribute to the development of diverse, healthy and sustainable agri-food systems, and for the improvement of farmers' incomes to allow them a dignified life and a living Rural World.

This need is evidenced by the first pillar of the UNDDFF Global Action Plan, which refers to “creating a favorable political environment to strengthen family farming”.



Galiza (Spain) – Peasant market @ SLG, 2011

## Agriculture and Food Policies Sustained in Food Sovereignty

In June 2018, the European Commission presented legislative proposals under the CAP reform,<sup>38</sup> supported by three main goals and nine specific objectives: to ensure a fair income to farmers; to increase competitiveness; to rebalance the farmers' power in the food chain; climate change action; environmental care; to preserve landscapes and biodiversity; to support generational renewal; vibrant rural areas; and to protect food and health quality.

Later, in December 2019, the EC published a communication on the European Green Deal, with the aim of enabling Europe to transition to a sustainable economy and become the first climate-neutral continent in the world by 2050. One of its key policies is the “Farm to Fork” (F2F) strategy, for “a fair, healthy and environmentally friendly food system”.

The F2F strategy and the Green Deal, debated at the Regional Policy Round Table in Portugal, were considered opportunities to promote fairer, more democratic and more sustainable agricultural and food systems, to develop peasant agroecology and a society that better respects human rights. To achieve the original objectives of the CAP, as well as the nine objectives identified in the new proposals and the F2F Strategy, coherent policies are needed in all areas of the EU: economy, trade, agriculture and food, environment and social policies.

Below is a summary of the main recommendations that emerged from BOND's activities. This is the time to give voice to the wishes and proposals of Family Farming:

### CAP Reform Review

- The CAP reform proposals should be revised, taking into account that it is already two years old and does not reflect new social realities, such as the COVID-19 pandemic or the growing concern about the environmental problems that led to the creation of the Green Deal and the F2F strategy.
- CAP reform must be based on principles of Food Sovereignty, in order to protect and promote healthy, sustainable and democratic agri-food models and the thousands of family farmers who support them, thus also safeguarding food security.

### Promote Family Farming and the Rural World

- Small and medium-scale farms and peasant farming models, mainly based on agroecological practices, are the only way to maintain dynamic rural areas, and to fight climate change and loss of biodiversity by supporting traditions, knowledge, culture, farmers' seeds and indigenous breeds.
- Reversing the closure of public services in the rural world and promoting the maintenance and creation of quality public services (health, education, public transport, communication routes, public administration, culture) will improve the quality of life of populations and reverse the trend of human desertification in rural areas.
- National strategic plans for the CAP should reflect the objectives of more local and resilient farming and subsidize small- and medium-scale farms and the peasant farming model, as the only way to maintain dynamic rural areas.
- Limits must be set on the so-called mega-farms and their negative impacts at environmental and social levels.

### Bringing farmers and consumers together and relocating food consumption

- CAP and other policies should provide specific support to recover, create and promote local and traditional markets for the commercialization of local/ traditional produce, particularly from Family Farming.
- Policy must establish appropriate rules and standards for hygiene and for processing products on farms, as well as financing local and collective equipment initiatives such as mobile slaughterhouses for small farms, options for vegetable processing and infrastructure for local markets, and further related initiatives.
- Priority should be given to Family Farming in the supply of public institutions canteens and the social economy of the region where farms are located, establishing significant minimum limits for food from this source.

38) [https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/future-cap\\_en](https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/future-cap_en)



### Protecting the position of farmers in the market

- Market and production management instruments are fundamental for stabilizing markets and improving farmers' incomes.
- Reinforcing the management and regulation of the common internal market and production model under CAP will put an end to the relocation of food production to countries that do it more cheaply and without concerns for how food is produced or the serious health, environmental and social consequences that may arise, for these countries and for the EU.
- The position of farmers in the agri-food distribution chain must be protected by prohibiting sales below production costs (dumping practices), or by establishing systems for controlling prices and profit margins. This includes, for example, legislative regulation of the commercial activities of large distribution and agri-business companies.
- EU competition rules must be changed to take account of social and environmental aspects, favouring short market channels.
- The economic organization of production needs better support, namely with multi-product producer organizations and rules appropriate to small- and medium-scale Family Farms.
- Encouragement and support should be given to farmers' associative organizations as a way of guaranteeing space for participation in the formulation of public policies.



Viseu (Center of Portugal) – Agroecological blueberry farm credited @ Sílvia Martins for CNA, 2019

### Young and new farmers

- In rural development interventions, giving priority to supporting the installation of young people and new farmers will revitalize rural areas and combat the aging of the agricultural population and desertification of the rural world.
- Ensuring effective policies for the setting-up and maintenance of young and new farmers, will allow them to sustain their activity after five years of obligatory project maintenance.
- Rules for access are needed to support the entrance of small- and medium-scale farmers.

- A land directive needs preparing to facilitate access for young people, protect the soil, prevent artificialization of the land and ensure access to and sustainable use of natural resources.
- Policy must ensure the transmission of knowledge between farmers and generations, to preserve traditional Family Farming practices.
- Technical support, adapted to small- and medium-scale Family Farms and specialized training, needs promoting.
- Young people must be trained for collective action, integration into and participation with associative movements.

### **Valuing the role of rural and farmer women**

- The important role played by rural and farmer women must be valued through concrete measures that allow them to fully enjoy their rights, with respect to the Declaration of the Rights of Peasants.

### **A fairer distribution of CAP aid**

- CAP aid should be linked to production and not to area (ha) and should support all those who are actively producing goods to feed the population.
- A fairer distribution of aid requires capping (or limits, for example, so beneficiaries receive a maximum of EUR 60 000 / year in direct payments), mandatory modulation and a redistributive payment that values the first hectares.
- Small-scale farmers should receive payments as defined by Member States under the Small Agriculture Scheme, in the form of a predetermined amount, which replaces the anticipated direct payments, at a level sufficient to ensure long-term viability of the farms.
- Investment of financial funds in the agroforestry sector (that grab land, displace rural communities and impose industrial models of agriculture) should be limited and not eligible for public aid.

### **Protecting rural farmers and workers**

- Cross-compliance must include in its rules the labour rights of farmers and rural workers, with a view to valuing work and fulfilling their rights (under international labour conventions and the Declaration of Peasant Rights).

### **Free Trade Agreements**

- In the context of policies taking place on a broader stage, Free Trade Agreements, which have a devastating impact on Family Farming, must be put to an end. When Europe is working toward a Green Deal and talking about reducing polluting emissions with a view to achieve carbon neutrality, it is not coherent to continue to allow the unbridled negotiation of FTAs on a global level.

Food production cannot be seen as a mere international business, to the detriment of producers and consumers.

Today we are living in challenging times. But these are also times for reflection and positive change. At a time when even national borders have been closed, exposing the fragility of our food systems, which are based on large-scale trade through imports and exports, and with the degree of self-supply at risk and the food security of the populations compromised, we emphasize the importance of sustainable and local production and consumption models.

The job, and desire, of peasants and Family Farmers is to continue to feed people. For this, it is necessary to provide dignified and safe conditions to peasants, during and after the crisis, through better public policies that value Family Farming.





THIS PROJECT HAS RECEIVED FUNDING  
FROM THE EUROPEAN UNION'S HORIZON 2020  
RESEARCH AND INNOVATION PROGRAMME  
UNDER GRANT AGREEMENT N° 774208

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