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COVER NOTE

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Delegations will find attached document COM(2025) 872 final.

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COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS

Strategy for generational renewal in agriculture

{SWD(2025) 872 final}

1. SECURING THE FUTURE OF AGRICULTURE: A STRATEGY FOR GENERATIONAL RENEWAL

European agriculture is more than food production. Farmers are at the heart of our food security, key allies in competitiveness, climate action, environmental protection, and essential for preserving the vitality of rural areas. Yet, farming faces serious pressures, including an ageing workforce, the decline of rural populations and a challenging international environment.

In 2020, the average age of farmers in the EU was 57, with only 12% under the age of 40 (¹). Of this younger group only 2.5% were women. As food security is an essential component of a wider European security and strategic autonomy, these are not just demographic, and more broadly societal, adversities: they are strategic challenges, and it is our societal responsibility to address them.

The future of food security in Europe rests on the shoulders of a dynamic next generation of farmers and primary food producers.

The Vision for Agriculture and Food (²) sets the framework for the EU approach to make farming and the primary sector more attractive, competitive, future proof and fair.

With the new approach proposed for the next multi-annual financial framework, we have a window of opportunity: the Common Agricultural Policy (CAP) has traditionally been supporting young farmers (³) with dedicated measures and budget, including through installation aid, higher support rates for investments, and credit measures. With the new proposal of the CAP post-2027 (⁴), if adopted, this support could become even more targeted and ambitious. Dedicated measures such as a starter pack for young farmers, better targeting of funds through degressive payments in favour of young farmers and investment support would help to generate the necessary impetus and increase the attractiveness of the profession for younger generations. The CAP post-2027 will also benefit from increased synergies across EU policies provided in the National and Regional Partnership Plans (⁵), where Member States will have the flexibility to design a comprehensive set of actions benefitting young farmers in various policy areas.

This strategy for generational renewal in agriculture, a political priority of the Commission (⁶), prioritises policy actions and support for young and new farmers, particularly those under 40 years of age. It addresses key barriers identified through extensive stakeholder consultations (⁷), with particular attention to young farmers and rural youth, and data from multiple sources (⁸). It also supports older farmers in transmitting their business to the next generation of farmers with dignity, encouraging Member States to ensure fair and reliable pension schemes, all within a broader effort to foster inclusive and resilient rural development.

⁽¹⁾ Eurostat, Farmers and the Agricultural Labour Force, 2020

⁽²⁾ A Vision for Agriculture and Food Shaping together an attractive farming and agri-food sector for future generations

⁽³⁾ Article 4(6) of Regulation (EU) 2021/2115 establishing rules on support for CAP Strategic Plans.

⁽⁴⁾ COM/2025/560 final

⁽⁵⁾ COM/2025/565 final

⁽⁶⁾ Mission letter to Commissioner Hansen

⁽⁷⁾ Commission SWD Stakeholder consultation – Synopsis report accompanying this strategy

⁽⁸⁾ Young farmers in EU agriculture— Analytical Brief No. 10, DGAgriculture and Rural Development

It aligns with the positions expressed in the European Parliament (9), the Council (10), and the results of the Strategic Dialogue (11).

Rural areas along the EU's eastern borders, affected by Russia's war of aggression against Ukraine, face specific socio-economic and security pressures that require continued support as part of this wider effort. Securing sustainable, productive, and resilient farming requires determined action today. If we fail to act now, the ageing trend will lock in, making renewal far harder. It requires immediate action at EU, national and regional level, taking a whole-of-government approach.



While public support remains crucial, a true shift only comes with necessary reforms, mainly at the national and regional level, to address the key barriers to generational renewal. This includes the need to improve access to finance and land, enhance skills and knowledge transfer, and make rural life more attractive by providing better public services and adequate infrastructure that is inclusive, accessible, and attentive to the needs of persons with disabilities and groups at risk of discrimination. In this context, the promotion of cultural initiatives can help strengthen social ties and enhance the attractiveness of rural life. "The right to stay" applies to the setting up of young farmers who wish to stay and farm in their territories.

Furthermore, innovation will shape the competitiveness and transformation of farming. The next generation of farmers holds great potential to drive this transformation. Young farmers are entrepreneurial and adaptive; often at the forefront of adopting new technologies, sustainable practices, and diversified business models. Their involvement is essential to shape a forward-looking, resilient agricultural sector.

These opportunities could be even greater in the future, with the proposed significant increase of the overall budget for research and innovation under the proposed European Competitiveness Fund (ECF) (12) and the proposed new Framework Programme for Research

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⁽⁹⁾ European Parliament resolution of 19 October 2023 on generational renewal in the EU farms of the future (2022/2182(INI))

⁽¹⁰⁾ Council Conclusions on a Long-Term Vision for the EU's Rural Areas (LTVRA) 15631/23.

⁽¹¹⁾ Strategic Dialogue on the future of EU Agriculture. A shared prospect for farming and food in Europe. 2024.

⁽¹²⁾ Proposal for a Regulation of the European Parliament and of the Council on establishing the European Competitiveness Fund ('ECF'), including the specific programme for defence research and innovation activities, repealing Regulations (EU) 2021/522, (EU) 2021/694, (EU) 2021/697, (EU) 2021/783, and amending Regulations (EU) 2021/696, (EU) 2023/588, (EU) [EDIP], COM/2025/555 final, "Health, Biotech, Agriculture and Bioeconomy" window.

and Innovation (¹³). For 2028-2034, the planning approach proposed under the NRP Plans, if adopted, would allow the Member States to achieve synergies across policy areas to better address challenges, providing a meaningful policy response for young farmers and citizens living in rural areas.

2. IDENTIFYING THE OBSTACLES TO GENERATIONAL RENEWAL

Between 2004 and 2024, the share of the European Union population aged over 65 grew from 16% to 22%, while those aged 0-19 fell from 22% to 20% (¹⁴). This shift affects many sectors, but the impact is particularly acute in rural areas and in agriculture particularly.

Ageing in agriculture is faster than in other sectors. Far more farms are managed by farmers above retirement age (33.2%) than by young farmers (12%) (15), though this varies across Member States. This imbalance, along similar trends in the fisheries and aquaculture sectors, threatens long-term food security, the EU's strategic autonomy in food production, and the future of Europe's farming landscapes.

Young people are discouraged from entering farming by a number of interconnected barriers such as access to land, affordable credit, and essential skills/expertise. Farm succession requires long-term investment and often involves complex legal, financial, and emotional issues, especially in family farms. Combined with the capital-intensive nature of modern agriculture, these challenges deter many potential new entrants.

Farmers manage around 40% of the total land area of the EU (¹⁶), placing the sector at the heart of food security, vibrant rural areas, and key environmental services such as climate and water resilience and biodiversity conservation. By keeping land actively managed, they also reduce the risks of extreme climate events and strengthen rural resilience. This is particularly relevant in the Union's outermost regions, which are heavily dependent on farming and more vulnerable to climate events and natural disasters.

Ensuring generational renewal, especially on family farms, is essential to maintain food security, transfer knowledge, and align productivity with sustainability. In addition to food production and sustainable land management, many farmers contribute to renewable energy through bioenergy, solar and wind, supporting both climate objectives and energy security, while future reforms can optimise grid connections, increase farm income, and provide communities with locally produced energy.

Generational renewal is essential to keep agriculture vital, competitive and innovative, ensuring the supply of safe, sustainable and affordable food for over 450 million EU consumers. Food affordability remains a concern, as high prices strain household budgets, especially for low-income groups.

⁽¹³⁾ Proposal for a Regulation of the European Parliament and of the Council Establishing Horizon Europe, the Framework Programme for Research and Innovation, for the Period 2028–2034, Laying Down Its Rules for Participation and Dissemination, and Repealing Regulation (EU) 2021/695, COM/2025/543 final, Pillar II, thematic area "Health, Biotech, Agriculture and Bioeconomy"

⁽¹⁴⁾ Eurostat, Demography of Europe, 2025 edition,

⁽¹⁵⁾ Eurostat, Agriculture statistics – family farming in the EU, 2020

⁽¹⁶⁾ Eurostat, Farms and farmland in the European Union, 2020.

Making farming a viable and fulfilling career choice for young people requires action beyond the agricultural sector alone. The pool of rural youth is shrinking. Between 2013 and 2019, the number of young people aged 15–24 living in rural areas in the EU-28 (¹⁷) dropped from 3.6 million to 1.9 million, and those aged 25–29 fell from 6.9 million to 5.9 million (¹⁸).

The future of farmers depends on rural areas becoming **stronger**, **connected**, **resilient and prosperous**, in line with the long-term vision for the EU's rural areas ⁽¹⁹⁾. Vibrant communities, high quality infrastructure, accessible services, attractive and quality education and training as well as off-farm employment opportunities, and strong social connections are key to retaining young people and enabling the 'right to stay', while also attracting new farmers. Rural areas are central to our European way of life, and we need to ensure that they remain attractive places to live.

The "farmers of the future" will engage in more diversified networks that include new entrants to farming, a variety of farming and business models including some linked to the social economy, and innovative partnerships, reflecting the growing diversity of food systems (²⁰). New forms of collaboration, such as partnerships, intergenerational exchanges, synergies with other sectors and land sharing, play a role by lowering barriers to entry and reinforcing community ties. These models help create more inclusive and resilient farming systems, which in turn contribute to the social and economic vitality of rural areas. Supported by cooperatives and producer organisations, they offer practical pathways for newcomers while strengthening the fabric of rural life.

Ultimately, the future of farming and rural areas depends on creating the right conditions for young people to build their lives and careers there, so that farming can continue to contribute to a resilient and sustainable EU.

3. Unlocking opportunities for Europe's next generation of farmers

EU farming offers a broad and evolving set of opportunities to attract, support, and retain young and new farmers and farm workers. Different farm models remain relevant, each contributing in various ways to productivity, climate resilience, environmental sustainability, the preservation of rural and local traditions as an integral part of the Union's cultural heritage and the sustainability of food systems and attracting new profiles of young farmers. Embracing this diversity ensures an inclusive sector responsive to varying conditions, to the need for agricultural diversification to ensure food security, especially in isolated areas, to consumer demands, and to business visions. Whether through innovation or traditional skills, young farmers play a critical role in shaping the future of agriculture.

Diversification of farm activities and products contributes to the sector's robustness by broadening income sources: agri-tourism, on-farm processing, integrated agri-aquaculture systems, bioeconomy solutions such as the production of renewable materials and bioenergy, or of feed from algae, or the sequestration of carbon, are amongst the activities with significant

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⁽¹⁷⁾ EU-28 includes the United Kingdom before its departure before the departure from the EU on 31 January 2020

⁽¹⁸⁾ Young people in agriculture and rural areas - European Commission

⁽¹⁹⁾ Regulation (EU) 2025/1914 of the European Parliament and of the Council amending Regulations (EU) 2021/1058 and (EU) 2021/1056 as regards specific measures to address strategic challenges in the context of the mid-term review adopted on 18 September 2025, OJ L 19.9.2025

⁽²⁰⁾ JRC Publications Repository - Farmers of the future

potential to contribute to the viability of rural livelihoods. For example, bioeconomy and circular solutions turn waste into resources and energy while contributing to the Union's strategic autonomy and climate and environmental objectives. In this context, new jobs with more opportunities are created. For many young farmers, who often farm part-time or alongside other jobs, such opportunities may be key in building flexible and stable professional careers in the wider farming sector.

Generational renewal is not driven by the CAP alone. **Broader investments in rural infrastructure and services are vital for attracting young and new people**, including accessible and inclusive quality health and long-term care, education and training, housing, water, infrastructure, childcare, transport, digital communication, and leisure services in line with the European Pillar of Social Rights.

Cohesion Policy complements the interventions provided by the CAP and provides significant support in rural areas. It supports economic, social and territorial objectives through targeted investments, including in rural broadband, clean energy, health, education skills, employment, social inclusion and local infrastructure. These investments bring added value and well-being to rural areas. The mid-term review of Cohesion policy programmes (21) also provides incentives and flexibilities to support priority objectives such as water resilience, housing, energy transition and competitiveness and innovation, all relevant issues for rural areas.

As farming transforms, through consolidation, value chain integration, technology adoption, and climate adaptation, tools to help farmers and policymakers anticipate and respond with forward looking coordinated actions are necessary,in compliance with the applicable State aid rules.

4. THE NEW CAP AND NRP PLANS: DRIVING POSITIVE CHANGE

The CAP plays a central role in creating opportunities for sustainable business development by improving access to finance, knowledge, and innovation, while Member State measures also address key barriers such as access to land for new entrants. (22).

The post-2027 MFF CAP proposal marks a major step towards a more modern, inclusive, and future-oriented European agriculture, placing generational renewal at its core.

If adopted, it could facilitate the entry of new farmers, with a strengthened research and innovation support, fundamental to generational renewal, driving modernisation and productivity, creating economic opportunities, and improving rural living conditions while supporting diversity and inclusiveness. With the next MFF proposal, the Commission also puts forward a more integrated approach to rural support in and beyond the CAP. Investments require coordinated action across government departments and governance levels, supported by necessary reforms. The CAP proposal is central to the Commission's proposal for new NRP plans, complemented by EU measures and national and regional initiatives.

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⁽²¹⁾ Proposal for a Regulation of the European Parliament and of the Council amending Regulations (EU) 2021/1058 and (EU) 2021/1056 as regards specific measures to address strategic challenges in the context of the mid-term review.

⁽²²⁾ European Commission – Directorate-General for Agriculture and Rural Development – Unit A.3 (2025): Assessment of generational renewal strategies across EU Member States – Report'

The NRP Plan must contain measures to address generational renewal, including the **preparation of a national strategy** identifying demographic trends, addressing entry barriers, and defining targeted support measures. To be effective, these strategies need to be comprehensive, reflecting the complex realities farmers face in each Member State while ensuring coherence with broader national and regional efforts to revitalise rural areas and contributing to the EU's common generational renewal efforts. Member States would be required to set concrete targets for generational renewal, report regularly on progress, and adjust where results fall short, explaining how the plan concentrates resources on supporting generational renewal. The Commission, in turn, would use benchmarks and dedicated CAP recommendations to steer national policies, ensuring accountability and alignment with EUwide goals. Central to this new strategy is a comprehensive "starter pack" for young farmers, including support for setting-up, investment aid, and access to financial instruments, as well as favourable tax measures. Complementary measures support business startups, innovation partnerships, succession schemes, training and relief services to help them achieve a better work-life balance. To improve accessibility and efficiency, all support is proposed to be made accessible through a single-entry point in each Member State.

To succeed, Member States should double their efforts for generational renewal, in particular those lagging behind. Within the future steering mechanism, the Commission will recommend that Member States invest at least 6% of their agriculture ring-fenced amounts (²³), for this purpose. If needed, this amount could be topped up to ensure an adequate level of funding under the NRP for the delivery of the national strategy.

Through this combination of national commitments, measurable targets, and Commission guidance, the proposed new CAP would strengthen its role as a driver of renewal, enabling young farmers to build viable careers and ensuring the long-term sustainability of Europe's agriculture.

Flagship Initiatives (24)

- Comprehensive, mandatory strategies on generational renewal in agriculture in each Member State, reinforced with clear requirements to identify demographic trends, entry barriers and targeted support measures.
- Member states doubling efforts for generational renewal. For the future programming of the NRPPs, the Commission will recommend within the future steering mechanism, that Member States invest at least 6% of their ring-fenced agriculture expenditure for this purpose, which they may further complement with additional NRP funds to ensure adequate funding for the delivery of the national strategy.
- The "Starter Pack for Young Farmers" to facilitate the entry and establishment of young farmers in the sector through a comprehensive package of interventions.

^{(23) 6%} of the amounts in Annex XVIII of [NRP Regulation – COM(2025) 565 final]

⁽²⁴⁾ Several of the actions and initiatives presented build on the proposals set out for the MFF post-2027As these proposals are subject to the co-decision procedure; their final content will depend on the outcome of the legislative process.

5. Delivering the strategy: next steps for generational renewal

Placing young farmers at the heart of policy development is essential to making generational renewal a lasting reality in European agriculture. To ensure young farmers are not only supported but actively engaged, the Commission has put in place a structured **youth engagement** to embed their voices throughout policy design and implementation. As part of this approach, the Commission has hosted in this term two Youth Policy Dialogues (25) where generational renewal was discussed, providing young people with an opportunity to shape agricultural policy.

At national level, Member States are encouraged to include young farmer representatives in monitoring committees (²⁶) **to ensure their perspectives inform policy decisions** within the CAP. This creates an institutional space for their voice in decision-making allowing them to contribute to improved implementation and strengthen accountability for delivering on generational renewal commitments.

By integrating young people directly into the formation of agricultural policy, this strategy lays the foundation for stronger accountability, more responsive support, and a dynamic, future-oriented farming sector. It reflects the EU's commitment to ensuring that those ready to lead European agriculture into the future have both the tools and the voice to do so.

To build on this momentum, Youth Policy Dialogues will continue on an annual basis throughout this mandate, enabling the regular exchange of views, sharing of experiences, and informed debate on key policy matters ensuring that all young voices are equally heard.

KEY OBJECTIVES AND STRATEGIC PRIORITIES

The main objective of this strategy is to ensure the long-term resilience of the farming sector by supporting farm income. This is essential not only for the vitality of rural areas but also for Europe's food security. This means helping farmers build economically viable, sustainable, and future-proof businesses. To achieve this, innovation and entrepreneurship are fundamental cross-cutting enablers.

Equipping young and new farmers to benefit from emerging opportunities and **supporting the diversification of farm income is key**. This aims to make farmers more resilient and less dependent on subsidies in the long term. It builds, among others, on the potential of the bioeconomy, renewable energy, nature and carbon credits, and short supply chains.

The strategy recognises that farming must provide a stable and **fair income through fair prices** (²⁷) to support a viable and attractive livelihood. Participants in the Youth Policy Dialogue (²⁸) identified fair income as the most pressing challenge. For many young Europeans, limited economic prospects remain a deterrent to entering farming. The Commission recognises these concerns and is already addressing them through broader initiatives, including reforms and new tools aimed at improving fairness and transparency in

⁽²⁵⁾ https://agriculture.ec.europa.eu/overview-vision-agriculture-food/young-people-agriculture-and-rural-areas_en

⁽²⁶⁾ As referred to in Article 124 of Regulation (EU) 2021/2115.

⁽²⁷⁾ There is no official definition of a "fair price," however a reasonable interpretation is one that covers the full cost of sustainable production, ensures a decent income for producers, and remains affordable for consumers.

⁽²⁸⁾ Youth Policy Dialogue in Agriculture

the agricultural and food supply chain (²⁹). It is important to recall the key role of Producer Organisations (POs), which can strengthen farmers' bargaining power, improve market access, and contribute to fairer incomes.

There is wide consensus (³⁰) that five areas require action urgently: access to finance, education, training and skills, land, fair standard of living in rural areas, and assistance in succession and retirement. These challenges are addressed in five strategic blocks each with key flagships and supporting actions:

A. Access to credit and finance

Access to funding remains a major challenge for all farmers, in particular young and new farmers, since establishing or taking over a farm requires high upfront investment with delayed and often erratic or uncertain returns. Many begin their journey burdened by debt, which makes it difficult to finance new operations, adopt sustainable practices, or modernise equipment. In 2023, young farmers had a liabilities-to-assets ratio of over 20%, compared to 8% for farmers over 65 (31), highlighting the heavier financial pressure faced by the younger generation.

In 2022, young farmers in the EU-27 faced a financing gap of EUR 14.1 billion, representing 22% of the sector's total shortfall, an increase of 11% since 2017 (32). A new EIB fi-compass survey (33) shows no improvement in key sectors: cereals, oilseeds and protein crops face a EUR 4.9 billion gap; vegetables EUR 3.2 billion; and dairy cows EUR 0.4 billion. This growing gap underlines young farmers' central role in meeting the sector's investment needs and the urgency of addressing their financial constraints.

One of the most pressing issues is limited access to tailored financial products. Young farmers often **struggle to obtain long-term loans**, particularly those exceeding 12 years, due to a lack of collateral or credit history. To address these barriers, financial instruments such as loans and guarantees must be specifically designed for them. These instruments can support a wide range of investments, from business development and climate adaptation to digitalisation and the gradual acquisition of farms through share buyouts. They should also be adapted to the particularities of alternative business models such as cooperatives and social enterprises. Public-private partnerships and stronger collaboration with the European Investment Bank Group (EIBG) and other financial institutions can further ease access to finance, while counter-guarantees could offer untapped potential for Member States seeking to support generational renewal. Together with the EIBG, the Commission will explore forms of support to young and new farmers including guarantee schemes and interest rate subsidies.

Financing is essential especially in land acquisition. Young farmers must be able to use EU co-financed instruments to purchase agricultural land without unnecessarily restrictive

⁽²⁹⁾ Proposed amendments to the Common Market Organisation (CMO) Regulation aimed at strengthening farmers' position in contract negotiations, fostering cooperation, and improving price transmission. In parallel, new rules on cross-border enforcement under the Unfair Trading Practices Directive aim to better protect farmers. These efforts are complemented by the EU Agrifood Chain Observatory (AFCO), which will provide data on price formation to support fairer policy decisions.

⁽³⁰⁾ Commission Staff Working Document Stakeholder consultation – Synopsis report accompanying this strategy

⁽³¹⁾ FADN data

⁽³²⁾ Fi-compass, Financing Gap in Agriculture & Agri-Food, RTW, 2023

⁽³³⁾ These are preliminary results from a survey undertaken by fi-compass in 2025 covering the three subsectors, which results will be published in the near future on the website of fi-compass.

conditions. This would allow them to consolidate their operations and invest in long-term improvements such as soil health, agro-ecological practices, or carbon sequestration. Access to land remains a major hurdle and facilitating land purchase is critical to ensuring long-term viability.

In parallel, **investment in innovation and modern technologies** is essential to improve productivity, increase resilience, and support the green transition. Financing must go beyond conventional tools to enable young farmers to adopt new techniques, digital tools, and sustainable solutions that will allow them to meet the challenges of climate change and shifting market demands. This is particularly relevant for organic farming, where lower yields can heighten financial risk. In this regard, effective risk management instruments are crucial, and while the new transition payments of EUR 200,000 under the future CAP if adopted could represent a good example for supporting organics and the transition, more resources will be needed to address the scale of challenges faced.

In addition, regulatory changes make it difficult for farmers to make long-term investments with confidence. They take loans based on current rules, only to face changes in those rules before their investments are paid off, undermining legal certainty and predictability. A more predictable agri-food sector for 2040, is therefore a key objective of the Commission's Vision for Agriculture and Food. The Commission commits to sufficient transition periods when considering regulatory changes affecting farms.

Against this backdrop, CAP and national funding remains vital. Installation aid and targeted investment support are essential to help young farmers launch their businesses, build resilience, and manage both market and climate risks. Transition lump sums, such as those foreseen under the future CAP, could also play a valuable role in supporting farmers during the critical early stages of adaptation to these challenges.

The proposedECF, together with Horizon Europe Pillar II, could offer financing avenues for farmers, including young and new ones, to scale their ventures and overcome structural barriers. In line with the EU Startups and Scaleups Strategy (³⁴), these instruments mobilise capital, address growth financing gaps, and foster agrifood startups in rural areas. A young farmer who sets up a rural startup could further expand by accessing these tools, including the European Innovation Council when relevant.

Tailored financial instruments and integrated support mechanisms targeted to blend public and private financing will be key to unlocking the potential of the next generation and driving a sustainable transformation of EU agriculture.

Flagship initiatives

• In the proposal for the future CAP, tripled maximum level of the CAP support (Gross Grant Equivalent) for setting up of young farmers when the support is provided through financial instruments (from EUR 100 000 to EUR 300 000), enabling much higher loan volume per project and/or significant lowering of the interest-rate payments.

⁽³⁴⁾ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions — The EU Startup and Scaleup Strategy: Choose Europe to Start and Scale, COM(2025) 270 final.

• The proposal also provides for increased investment support rate of up to 85% and option for Member States to set minimum spending levels or higher EU co-financing rates for young farmers

Actions propos	sed under current CAP and in the CAP proposal 2028-2034	
Support for financial design and raising awareness	Provide technical assistance for designing and implementing financial instruments tailored to young farmers. This includes coaching and support through platforms such as fi-compass, as well as enhanced and accessible communication and dissemination efforts under the CAP Network to raise awareness of financing opportunities.	Q2 2026 and current CAP
Access to finance and improved risk management in Member State strategies and through the Starter Pack	 Actions on access to finance for young farmers within their generation renewal strategies, and to consider applying additional measures, such as higher grant rates or bonus points in project selection for underrepresented groups, with particular attention to young female farmers. Provide Loan and Guarantee Funds dedicated to young farmers, including instruments with reduced interest rates, lower collateral, grace periods, and longer repayment periods, under Member States' national envelopes and via the tools under the Starter Pack, including for organic farming. 	New CAP – as from 2028
Business plans	Advisory services to support young farmers and new entrants in drafting and updating business plans while also enhancing urban-rural linkages.	From Q4 2025
	Actions proposed under other EU Policies	
Dedicated EIB lending envelopes	Promote and monitor EIB lending envelopes for agriculture and bioeconomy, including financing dedicated to young farmers. Ensure transparency and reporting of the specific expenditures benefiting this group. Encourage EIB to ramp financing through own risks in addition to EU guarantees. Explore forms of support to young and new farmers including guarantee schemes and interest rate subsidies.	2025-2027 and after/ New EU Bioecono my Strategy
Support under appropriate instruments in cooperation with EIBG and other Implementing Partners' instruments	Facilitate access to finance for young farmers through appropriate instruments, in particular guarantee and equity products developed with the EIF, the EIB or other implementing partners, enabling farm purchase and the scaling-up of innovative technologies.	2025-2027 and after/ New EU Bioecono my Strategy
	Voluntary Actions at Member State level	

Enhancing	credit	Partner	with	national	promotional	banks	to	develop	schemes	that	From	Q4
access	through	improve	acces	ss to credi	t for farmers.						2025	
promotional banks												

B. Access to knowledge and skills

Tailored training and skillsets to establish and maintain viable farms are key enablers for young farmers to succeed. Challenges arise well before farm setup, navigating complex legal and financial frameworks and preparing business plans that balance economic viability with social and environmental sustainability. With structured support systems providing training, advice, and mentoring before, during, and after farm establishment, the risk of failure dereases. The challenges in skills transfer when taking over or adapting roles within existing family holdings, are distinct from those that concern first generation farmers.

In addition to business planning and development, agricultural education and training and advisory services need to cover emerging challenges and opportunities, such as climate change, biodiversity loss, digitalisation, renewable energy integration, or smart farming practices relying on European space systems, such as Copernicus and Galileo. Financial literacy is equally crucial, as highlighted in the EU financial literacy strategy (35), enabling young farmers to manage investments, credit, and risk effectively, and to make informed decisions for long-term viability. Providing young and new farmers with the skills and tools to adopt agroecological practices, combine digitalisation with (scarce) labour, and engage in adding value through e.g. bioeconomy ventures is essential for the sustainable transformation of the sector. Lifelong learning opportunities, part-time training formats, exchanges, and digital tools are key to ensure knowledge and skills are accessible. In addition, targeted efforts to include part time farmers, farm workers, women and groups in vulnerable situations are essential to inclusivity and expanding opportunities.

Accessible collaborative platforms that encourage sharing of knowledge, equipment, and services help lower costs, strengthen community resilience, and foster innovation. Under the current MFF, the Pact for Skills Agri-Food Partnership (³⁶) supports stakeholders in upskilling and reskilling for the green and digital transitions, offering knowledge, funding advice, and cooperation opportunities. The Erasmus+ Centres of Vocational Excellence also address skills challenges in agriculture. Looking ahead to the next MFF, continued support and alignment through initiatives such as the European Innovation Partnership for agricultural productivity (EIP-AGRI), and aligned CAP instruments, is necessary to enhance the ability of young farmers and new entrants to adopt and develop solutions together.

Horizon Europe now includes a dedicated agriculture and bioeconomy cluster 6, creating new opportunities to connect support from the CAP and the ECF with advanced research and innovation, ensuring young farmers can benefit directly from EU-funded solutions. Easier access to this knowledge, alongside initiatives such as the European Innovation Partnership for agricultural productivity (EIP-AGRI), and aligned CAP instruments, is necessary to enhance the ability of young farmers and new entrants to adopt and develop solutions together.

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⁽³⁵⁾ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on a Financial Literacy Strategy for the EU.

⁽³⁶⁾ Pact for Skills - Agri-Food ecosystem

Many farmers are also forest holders, making access to specialised forestry training, including safe work practices, crucial for proper forest management, rural resilience, and security in border areas.

Flagship Initiatives

- Erasmus for Young Entrepreneurs (EYE) is a powerful tool to foster generational renewal in farming. It is designed for entrepreneurs, allowing new and young farmers to gain vital business skills, confidence, and networks by working with experienced entrepreneurs in over 40 countries. The Commission aims to boost visibility in rural areas so more young and new farmers' benefit.
- Women in Farming Platform: it will aim to attract more women to agriculture, promote equal opportunities, exchange of experiences and mentoring, recognising women's key role in the future of farming and rural development.
- "Farmers of the future" best practices pack to all EU agricultural schools

 The pack will give students clear, practical examples of modern farming approaches like diversification, digital tools, sustainability, and working together in new business models.

 These examples show that modern farming is innovative and connected to the wider economy.

 Including them in education helps students see farming as a dynamic, future-oriented career.

Actions proposed in the CAP 2028-2034				
Strengthen AKIS and advisory services for intergenerational collaboration	Integrate under the Agricultural Knowledge and Innovation System (AKIS) tailored training for young farmers to support generational renewal. Young farmers receive mentoring before and after farm setup, covering land access, business planning, technical, legal, and sustainability issues with focus on innovative solutions.	New CAP – as from 2028		
	Actions proposed under other EU Policies			
R&I targeted to younger generations needs	Use Horizon Europe funding to support generational renewal in the sector, by providing R&I adapted to the needs of young generations, by involving young farmers in the innovation process and by fostering related advisory services.	Horizon Europe Work Programme 2027		
	Voluntary Actions at Member State level	Voluntary		
Innovating Agri Skills	Use Smart Specialisation, the Talent Platform, and the Agri-Food Skills Partnership under the Pact for Skills to drive innovation, reskilling, and talent retention in rural areas. Regions should prioritise agriculture and generational renewal in Smart Specialisation Strategies. The Talent Platform can attract young people through tailored education and mobility, while agri-food actors should engage in the Pact to co-develop training and upskill young farmers and new entrants in innovative technologies. Erasmus+ Centres of Vocational Excellence support transnational networks tackling sectoral and cross-cutting skills challenges.	From Q4 2025		
Flexible and modernised agricultural	Adapt curricula and offer flexible and accessible formats with new or existing digital tools to meet part-time farming needs and address new challenges, including diversification and income strategies.	From Q4 2025		

education and training Support young farmer's organisation	Steering funding and programs to support young farmers' organizations, ensuring their voices are heard.	From 2025	Q4
Use ALMA to support the discovery and enhancement of farming attractiveness for NEETs	ALMA (Aim, Learn, Master, Achieve) is an EU social inclusion initiative helping NEETs reintegrate into society by building soft skills and providing tailor-made support. While not limited to one sector, exchanges in farming could raise awareness of its attractiveness. Involving farmers to host participants for placements abroad could support skills development and encourage young people to consider agricultural jobs. Integrating this approach into national AKIS could strengthen rural employment and generational renewal.	From 2025	Q4
	Voluntary actions for stakeholders	Volunt	ary
Peer learning for young and new farmers	Young farmers' organisations, cooperatives, and partners should provide mentoring, training, and peer learning to strengthen young and new farmers' business and leadership skills.	From 2	026

C. Access to land

Transfer of land is at the heart of generational renewal. The challenge is illustrated by the imbalance in land tenure: while most older farmers own their land, younger generations are often confined to tenancy, operating 15 million hectares as tenants compared with 10 million as owners. Leasing offers a more accessible option for many new entrants, although short term leasing may limit their ability to invest and plan for the long-term.

While specific administrative schemes and provisions to facilitate farm transfer exist in some Member States, early succession is often challenging; administrative and financial disincentives discourage farmers from handing over their holdings before retirement. **More simplified rules and targeted incentives would make earlier transitions more attractive.**

Passing the farm after a farmer's death is often hampered by complex legal frameworks and high tax burdens. Even where tax relief or simplified succession exists, traditional practices in some regions lead to fragmentation, complicating the consolidation of viable farming units. Member States should address these barriers to facilitate more effective land transfer to farmers. The Commission will therefore integrate relevant economic and social aspects related to generational renewal in the European Semester process to ensure that national policies are aligned with the EU objectives and that adequate reforms are put in place.

For those without access to inherited land, purchase is the main route into farming but also the most difficult. Prices average EUR 11,791 per hectare across the EU but reach more than EUR 280,000 in certain regions. With credit scarce, repayment terms heavy, and returns on investment often modest and erratic, young farmers face major entry barriers. Member States can ease this through affordable loan schemes, pre-emption rights in favour of young farmers (which do not discriminate on grounds of nationality), and dedicated matching mechanisms to connect retiring farmers or landowners with aspiring farmers. At the same time, Member

States must act against speculative acquisitions and land grabbing to keep farmland available for farming (³⁷).

Leasing can offer a more accessible option. Nearly half of EU farmland is rented, but short-term arrangements leave new entrants vulnerable. Stronger long-term contracts, combined with the prioritisation of young farmers in the allocation of municipal or public land, would improve stability and confidence.

Alternative models are also emerging, from land banks and community land trusts to farm incubators. These need supportive legal frameworks and regional backing if they are to become viable at scale. At the same time, competition for land from other uses reduces farmland availability and inflates land prices to the detriment of agriculture. Land take reduces farmland availability. Ongoing conversion of agricultural land to urban and industrial uses inflates prices and limits access for young farmers. Member States should align with the EU goal of "no net land take by 2050" (³⁸) through stronger farmland protection in land-use planning.

Land policy across the EU would benefit from stronger cooperation and data sharing across Member States. To support this, the Commission is developing the analytical basis for a **European Land Observatory** designed as a forum for discussion to help close information gaps and enhance transparency in land transactions, prices, use changes, and market trends. It will provide Member States with evidence and tools to design fairer and more effective measures, tailored to their national contexts while contributing to shared EU objectives including generational renewal.

Flagship Initiatives

- A European Land Observatory to improve land transparency, helping farmers access available land, supporting farm succession, informing policy, and preventing land speculation, making it easier for new entrants to start farming.
- National **land policies** to address access barriers, prevent speculative acquisitions, and align with EU objectives for generational renewal to be covered by/in scope of the European Semester.

Actions proposed under other EU policies					
Land market assessment for generational renewal	Conduct two interlinked studies to better understand land-related barriers to generational renewal in agriculture to: 1. Examine the financialisation of farmland and its socio-economic and environmental consequences and 2. Analyse the evolution of farmland prices in relation to agroenvironmental and social factors.	By 2026	Q4 6	of	
Voluntary actions at Member State level					
Land mobility services	Support confidential land mobility schemes that connect landowners with new entrants through leases, partnerships, share farming, and land-matching tools. Encourage legal frameworks that secure long-term leases	From 2025		Q4	

⁽³⁷⁾ Committee on World Food Security (2012), <u>Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security</u>, FAO, Rome.

(38) European Commission (2011), *Roadmap to a Resource Efficient Europe*, COM(2011) 571, Brussels, which set the objective of no net land take by 2050; reaffirmed in European Commission (2021), *EU Soil Strategy for 2030*, COM(2021) 699, Brussels.

Alternative ownership and	and promote lease stability to enable gradual farm takeovers and investment by young farmers. Building on MS initiatives, an EU network would connect national platforms. Support intergenerational and worker-led ownership transfers, including worker buyouts where employees acquire farm shares as well cooperative	From 2025	Q4
business transfer models	land management models. Prioritise support for models enabling gradual or collective ownership transitions.		
Land banks and reuse of abandoned land	Support public land banks to manage and repurpose abandoned or fragmented land, easing access for young farmers and new entrants. Encourage cooperative leasing mechanisms where appropriate.	From 2025	Q4
Involvement of state-owned financial institutions	Encourage financial institutions to support farmland access and development by offering financial products like purchase loans, loan guarantees, and subsidised rates for land improvement and consolidation, helping young farmers overcome financial barriers and improve farm viability.	From 2025	Q4
Lower land transaction costs for small farms	Support reforms and subsidies to reduce high land registration and transaction costs, a major barrier for young farmers. To balance discouraging speculation without hindering new entrants, consider exempting or reducing fees for small farms, such as setting thresholds or making costs proportional to land size.	From 2025	Q4

D. Resilience, fair living conditions, and access to new income opportunities

The renewal of farming depends not only on access to land, skills or finance but also on the overall economic opportunities in farming and attractiveness of rural life. Many young people hesitate to stay in or return to farming and rural areas if earning opportunities, services, and quality of life lag behind urban standards. The CAP plays an essential role in ensuring the economic viability and attractiveness of farming and other activities in EU rural areas, in complementarity with Cohesion policy and other EU policies. The Rural Observatory (³⁹) provides up-to-date data and analysis on rural conditions, resilience and quality of life, supporting evidence-based policymaking.

Further, in line with the European Pillar of Social Rights, improving access to healthcare, childcare, eldercare, transport, housing, local infrastructure, education and training, employment opportunities (for young people and farmers' family members) and social support, delivered in flexible and accessible formats and strengthened by digital tools and community networks, is essential to make farming compatible with family life and to counter isolation and depopulation.

Examples of Rural Services Supporting Farmers

- **Austria Rural childcare cooperatives**: community-based childcare initiatives that allow farm families to balance family and work responsibilities.
- **Finland Mobile healthcare and social service units**: bring essential health and social support directly to remote rural areas, improving quality of life and reducing pressure on farm households.

⁽³⁹⁾ EU Rural Observatory, rural-vision.europa.eu

Stronger social protection and social services tailored to farmers can also play a decisive role. Stable incomes, health coverage (including mental health and long-term care), parental leave and care, and adequate pensions provide the security entrants need to take on risk and build careers in agriculture. Inclusive systems that support, connect, and attract all farmers, including part-time farmers, women, and groups in vulnerable situations, and that address mental health challenges in rural areas, strengthen fairness and resilience across rural communities.

At the same time, **economic diversification is central to resilience**. Young farmers who can combine traditional farming with climate-smart practices, new bioeconomy ventures and value chains, agritourism, renewable energy production, or digitalisation gain competitiveness and long-term viability. Local food systems, from short supply chains to community-supported agriculture, increase income stability and reinforce social ties, while also connecting consumers more closely with the food on their plates. Furthermore, funding opportunities for on-farm renewable energy installations can reduce upfront investment barriers and translate into long-term cost reductions and potential income streams, strengthening both farm viability and rural energy resilience.

One persistent challenge is perception: farming is still often seen as an arduous and outdated profession. Changing this image by showcasing innovation, sustainability, and available support will be crucial to attracting new generations. The use of new communication channels and social media could reach and engage a younger audience, prompting them to consider farming as a career path that offers flexibility, quality of life close to nature and meaningful contributions to society.

Taken together, these measures can create more vibrant, diverse, and resilient rural areas, places where young people want to live, work, and invest in their future. This is the foundation for lasting generational renewal in European agriculture.

Flagship initiatives

- As part of the new CAP proposal, farm relief services would introduce support to help farmers take time off for illness, injury, parental responsibilities, caregiving including for older farmers, holidays, or training. Funding should cover the setup of relief services and wages for replacement workers during short-term absences.
- Rural Youth Ambassadors. The European Commission will establish a Rural Youth Ambassadors programme. Young individuals will be selected and supported to act as advocates for agriculture and rural life and actively contribute to policy discussions. Through outreach, storytelling, and peer engagement, the ambassadors will help reshape public perceptions, inspire greater interest among young people, and improve the overall image of farming and rural areas across Europe.

Actio				
Energy climate transition investments	&	Support on-farm renewable energy projects and climate adaptation investments to enhance the resilience of young farmers to climate risks.	Current new Plans	and CAP

Rural strategies, infrastructures, and business diversification LEADER/CLL D	Promote an integrated approach to rural areas in the national and regional partnership plans and the programming of integrated territorial development instruments, providing funding for accessible rural infrastructures and services, especially in remote areas such as the EU outermost regions, including connectivity and transport, to improve the viability of rural living. Support local rural development and networking through LEADER/Community-Led Local Development (CLLD), promoting youth and women's involvement and reducing rural isolation.	Current for investments in infrastructure, New CAP, NRP Plans— as from 2028 Current CAP and NRP -fund
	Actions proposed under other EU Policies	
Coordinated action for rural areas at EU level	Promote actions supporting the attractiveness of rural areas across several policy domains, including education and training, energy communities, connectivity, the bioeconomy and youth engagement through the updated EU Rural action plan. Strengthen efforts in amplifying rural voices, networking and coordinating action for rural areas through the Rural Pact in 2026 and 2027.	Q1 2026
Promote social farming (40)	Encourage volunteering in care and social farms by engaging the European Solidarity Corps, while supporting Member States in developing initiatives, for young farmers providing accessible social and care services in rural areas.	Q4 2026
Carbon Farming, Markets, and Resilience	The EU Carbon Removals and Carbon Farming Certification (CRCF) Regulation offers the possibility to connect on a voluntary basis, farmers, foresters and land managers to carbon markets providing them with an additional income stream, strengthening their competitiveness and the resilience of their farms. Voluntary actions at Member State level	From Q4 2025
	Voluntary	
Local value- added in food systems	Supporting local and regional food strategies and food-related innovation strategies, promote direct sales through local and on-farm markets, and improve urban-rural connections, helping young and new farmers access opportunities and encouraging community-based farming, processing and retail.	From Q4 2025

E. Succession and retirement

Pension schemes and succession planning are fundamental to securing generational renewal in agriculture. It is essential that older farmers who wish to retire have the opportunities and means to do so with dignity and financial security. Across the EU, many older farmers delay retirement because of inadequate pension coverage and a lack of viable alternatives to farm income. This financial insecurity often leads to reluctance to transfer land or step back from active work, reducing land mobility and blocking opportunities for younger farmers to enter and establish themselves in the sector.

The CAP often plays a social role in this context. For many older farmers without adequate pension entitlements, CAP payments represent the only income, becoming a safety net. This

(40) Social farming (or *care farming*) refers to the use of farming activities to provide health, social or educational services for groups in vulnerable situations, while at the same time diversifying farm activities and contributing to rural development.

highlights the need for complementary national measures to strengthen social protection and retirement options that would adequately cover farmers.

Succession planning is equally essential yet remains a significant obstacle. Without legal and advisory support, farm transfer can be delayed or poorly managed, leading to conflict and uncertainty. Early planning is key for long-term viability of the agricultural sector while also allowing older generations to step back gradually, remain involved if they wish, and hand over responsibilities in a structured way that respects their role and experience.

The European Semester will continue to monitor how national pension and social protection policies contribute to achieving adequate old-age income and access to social protection for different professional groups, including farmers

Examples of Pension Systems Supporting Generational Renewal

- **Germany** Germany's Agricultural Pension Bank supports farm succession by providing retirement income and social insurance for retiring farmers..
- **France** Tailored pension schemes provide similar support, showing how adapted social protection can facilitate generational renewal in agriculture.

Successful systems share key features: they include all family members in coverage to avoid contribution gaps; offer flexible, income-based or flat-rate contributions to reflect farm income variability, and rely on public subsidies, rightly viewed as investments in rural equity and food security. Clear legal definitions and fair means-testing further ensure inclusivity.

Ultimately, investing in adequate and stable pension systems for farmers is not only a matter of social justice, but also a strategic lever for ensuring generational renewal, land mobility, and the long-term sustainability of EU agriculture.

Flagship initiatives

- Linking direct payments to farmers' pension age by 2032 as proposed in the post-2027 CAP. Farmers at retirement age receiving a pension will no longer be eligible for direct payments, encouraging intergenerational succession.
- Integrating into the **European Semester** relevant aspects on generational renewal on succession, embedding pension, retirement, and farm transfer reforms into national policy frameworks will facilitate timely succession, land mobility, and income security for retiring farmers.

	Actions proposed in the CAP 2028-2034		
Support farm	Provide targeted training and advisory services through AKIS to support	New CAP – as	
succession	smooth and timely farm succession. Older farmers should receive guidance	from 2028	
planning	on legal, financial, and inheritance planning, while young farmers are trained		
through AKIS	in succession frameworks, business continuity and modernisation plans.		
	Facilitate joint planning sessions between generations, supported by trained		
	advisors or mediators, to develop clear and realistic transition plans.		

	Actions proposed under other EU Policies	
Improve knowledge on tax and farm succession	Study on how inheritance and gift tax policies influence farm succession across Member States, drawing on evidence from the European Land Observatory. Identify fiscal and legal barriers that delay or complicate timely transfers, providing a basis for reforms that facilitate earlier retirement, smoother succession, and more effective generational renewal.	Starting in Q4 2026
Exchange of best practices	To support the transition from farming activity to retirement, link direct payments with pension age, promote exchange of best practices on access to social security schemes for farmers via a joint discussion with Member States.	Q2 2026
	Voluntary actions at Member State level	Voluntary
Pension Schemes	Ensure adequate access to pension schemes that provide sufficient retirement security for older farmers and farm workers.	From Q4 2025
Legislation to facilitate farm transfer	Adopt legislative measures in areas such as taxation, inheritance, and land transfer, that facilitate passing farm assets from one generation to the next.	From Q4 2025
Social Security and social services	Ensure stability, close gender gaps, and support life transitions through inclusive social security for farmers, including women, retirees, and people with disabilities and other groups in vulnerable situations. and access to high quality affordable social services, including long-term care.	From Q4 2025
	Voluntary actions for stakeholders	Voluntary
Collaborative intergeneratio nal farm succession	Farmers' organisations, representing both older and younger generations, together with cooperatives, advisory services, and rural networks, to collaborate on intergenerational cooperation and provide training on farm transmission, succession planning, and the legal/financial aspects of handover.	From Q4 2025

CONCLUSION

The strategy for generational renewal in agriculture is built around key flagships supported by a comprehensive set of initiatives that could be implemented at interconnected levels: those under the current and future CAP, initiatives within other EU policies, actions led by Member States, which are competent in crucial areas like access to land, tax policy, education, and pensions, and ultimately actions by stakeholders. Overcoming major barriers requires strong national and regional engagement.

This strategy sets out a clear path to support generational renewal in European farming by turning policy ambition into practical action. It provides a framework that links different policies and governance levels to address obstacles faced by young people and promote fair conditions for older farmers exiting the sector, including through adequate retirement and pension schemes. It also introduces a new Women in Farming platform to foster equal opportunities and networking. Particular attention is given to farmers under 40, who face the greatest difficulties in accessing finance and credit, while recognising the essential role of new farmers of all ages in sustaining the EU's food systems, rural vitality, and environmental legacy.

The Commission proposed that all Member States establish their own generational renewal strategy for agriculture by 2028 as part of their national and regional partnership plans, combining actions under EU agricultural policy, national rural policies, as well as fiscal and social frameworks. The Commission calls on Member States to tailor measures to their specific needs, acknowledging the diverse agricultural systems, succession and taxation laws, and rural realities across Europe.

Achieving the strategy's goals requires close cooperation between national and regional authorities and farmers of all generations, backed by political leadership, dedicated funding, and long-term commitment from all actors. These factors are vital to design effective, context-specific interventions and to unlock the potential of the next generation.

Complementing these efforts, communication, promotion, and support for farm diversification raise the profile of farming as an attractive, meaningful and viable career, while emphasising the wider societal importance of generational renewal for the future of Europe's food systems and rural communities.

Taken together, these measures are the foundation for lasting generational renewal in European agriculture.

Reflecting this ambition and underpinned by the proposal for the CAP 2028–2034, the Strategy sets an **aspirational target to increase by 2040 the current 12% share of young farmers in the EU, aiming for 24% when also including new farmers**. This is in line with Commission's recommendation **of dedicating at least 6% of agricultural spending to generational renewal**, particularly important for Member States that are lagging behind in this area.

The Commission will continue its engagement with young farmers and envisages taking stock of progress during the youth policy dialogues, particularly the one in the spring of 2029 in the final year of the current College mandate.