The Republic of Cabo Verde

Women play a vital role in the fisheries sector of Cabo Verde, making particularly important contributions to subsistence activities and in the post-harvest subsector, including processing using traditional salting and drying techniques. It is still one of the main means of conserving fish used by fishing communities.

Despite making important contributions to fisheries and having equal rights to men under the state’s constitution, social norms and institutional barriers reinforce the marginalization of Cabo Verdean women, especially in rural areas.

In response to this, Cabo Verde has undertaken several efforts in recent years to strengthen its institutional and policy framework in support of gender equality. This includes, among other efforts, a commitment by the government to support women’s economic empowerment in food systems, including fisheries, and strengthen local capacity, with, for example the roll out of a Gender Strategy for Fisheries in 2022 with support from the Food and Agriculture Organization of the United Nations (FAO).

This fact sheet provides an overview of the role of seafood production in Cabo Verde, with a focus on gender dimensions, and is a starting point for conversations about how to support gender equity and equality in the sector and beyond. Our hope and intent is to update this document and incorporate new information and perspectives as they arise. It is part of a series meant to offer development agency employees, government agencies, NGOs, funders and researchers with a snapshot of gender and fisheries to inform the planning and delivery of relevant activities these actors might be involved in, or are in the process of developing.

**Fisheries production**

Official statistics indicate that in 2020, nominal landings of semi-industrial and industrial vessels reached 5,327 tonnes, while landings by artisanal fleets reached 3,595 tonnes.\(^1\) Fishing using handlines tend to focus on tuna, small pelagic, and demersal species, while divers target demersal species, coastal lobsters, other crustaceans, and mollusks, such as whelk, octopus, and cuttlefish.\(^2\) Tuna species account for most of the recorded landings across both artisanal and industrial fleets.

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2. Tuna species account for most of the recorded landings across both artisanal and industrial fleets.
The Sea Around Us estimated total annual marine capture production for Cabo Verde’s fleets as follows:

- Marine subsistence (2019) – 1,744 tonnes
- Marine commercial (2019) – 19,363 tonnes by the industrial sector (2019), with 6,660 tonnes caught in Cabo Verde’s Exclusive Economic Zone (EEZ), 1,971 tonnes in Gabon’s EEZ, 5,572 tonnes in Guinea-Bissau’s EEZ, as well as 49 tonnes and 19 tonnes caught in Guinea Conakry and Sierra Leone’s waters, respectively. Locally flagged industrial fleets also caught 5,092 tonnes on the high seas. Artisanal fleets accounted for 3,005 tonnes captured within Cabo Verde’s waters (2019).
- Foreign industrial fleets accounted for an additional catch of 27,893 tonnes (2019) within Cabo Verde’s waters - Senegal (44%), Spain (28%), and Japan (18%).

Artisanal fisheries are critical to the livelihoods of coastal communities, while a growing industrial fishing sector—making up 69% of landings in 2018—supplies fish toward processed products and export markets. This industrial sector is dominated by international fleets fishing in Cabo Verde’s waters. One hundred and forty-five licenses were issued in 2020, 69 for national vessels, and 76 for foreign vessels, with the EU accounting for the biggest share (26.2%), followed by Japan and Senegal (approximately 8.9% each).

**Fish consumption**

Apparent fish consumption was estimated at 11.0 kg per capita per year (2017), accounting for about 12% of total animal protein. Most fish is sourced from the artisanal fishing sector and consumed fresh.

**Economic contribution to GDP**

The fisheries sector contributed only 0.87% to GDP between 2007 and 2017. However, this is likely an underestimate because of the high level of informality in artisanal fisheries. FAO estimates that the sector’s actual contribution is more likely to average 3.7%.

Fisheries and fish-processing represent Cabo Verde’s most important non-service economy and dominate the country’s exports. Processed and unprocessed fish accounted for 72% of total country exports in 2019, valued at USD61 million. Exports dropped significantly during the COVID-19 pandemic, with fish products accounting for approximately 17% of all Cape Verdean exports in 2020, yet maintaining this sector as one of the country’s chief sources of income.

**Employment (all)**

According to FAO, the sector employs about 5.2% of the labour force, representing around 6,283 full-time marine fishers (2018). According to the latest general fisheries census, as of the end of 2021, there were approximately 3,125 artisanal fishers and 1,881 individuals involved in selling fish. In contrast, the official fisheries management plan reports that there are 9,872 “commercial agents,” of which 4,736 are classified as fishermen and the remaining 5,136 are women who participate in various aspects of the fisheries value chain.

The Illuminating Hidden Harvests (IHH) Initiative estimated that a total of 5,906 individuals engage in the fisheries sector (2022), including pre- and post-harvest as well as subsistence fishing activities. Most individuals are involved in the marine small-scale fisheries (SSF) sub-sector (see table...
Employment (women)

Recent estimates suggest that fisheries sales are run by approximately 3,500 women across all islands and communities, with most of this activity located in Praia and Mindelo. The majority of sales take place in public fish markets, but with some sales being door to door. Recent work undertaken at the wharf in Praia showed that 956 women (and 426 men) were registered as workers across the fisheries value chain.

The Illuminating Hidden Harvests (IHH) Initiative estimated that a total of 2,488 women are active in fisheries, with the small-scale fisheries sector providing the greatest source of livelihoods for women (see table below). Women are more likely than men to engage in subsistence fishing, representing 50% of the total number of people engaged in subsistence fisheries. They also play a key role in the processing and trading of fish, accounting for 57% and 51% of individuals active in these SSF fisheries sub-sectors, respectively. In large-scale fisheries, women make up 50% of those in processing and 53% of those engaged in trading activities.

“The Illuminating Hidden Harvests (IHH) Initiative estimated that a total of 2,488 women are active in fisheries”
Women typically process fisheries products using traditional salting and drying techniques carried out at home or at the fish market.\textsuperscript{13} Women can also have a number of responsibilities within fisheries activities, including managing fishing boats, handling financial matters, counting and selling fish, cleaning landed fish\textsuperscript{12}, processing the catch and trading fisheries products.\textsuperscript{14} Some are also boat owners. Women are most active in the small-scale or artisanal fisheries space, though many also engage in semi-industrial fisheries. The biggest fish processing employer is located in São Vicente Island.\textsuperscript{5} Men are responsible for fishing activities and managing the wharf and many are also boat owners.\textsuperscript{12}

Women tend to rotate among various activities and exhibit flexibility in their contributions across the fisheries value chain. This reflects their versatile skills and adaptability to changing circumstances. However, this also renders them more vulnerable to shocks.\textsuperscript{12}

**Social considerations**

While the Civil Code of the state accords equal status to women and men within households\textsuperscript{15}, patriarchal attitudes and customary, religious, and traditional laws or practices frequently contravene this formal equality. As a result, discriminatory behaviors that, for instance, assign responsibility for domestic and care work solely to women, remain prevalent in numerous communities, particularly in rural areas.\textsuperscript{15,16,17,18}

In the fisheries sector, despite women making significant contributions across the value chain, patriarchal attitudes and associated social and institutional practices result in deeply unequal relations, contributing to making women and their work invisible.\textsuperscript{12}

Women are more educated than men, benefitting on average from 8.7 years of schooling compared to 7.7 years, respectively.\textsuperscript{19} However, illiteracy rates, especially in rural areas, remain higher for women than men.\textsuperscript{18}

**Women’s rights and political empowerment**

Under the state’s Constitution, women and men are afforded equal rights and duties in a marriage and the state’s civil code mandates that either spouse can initiate a divorce. While statutory law prohibits bigamy, de facto polygamy is a common practice throughout the country.\textsuperscript{16,17} Poverty and lack of economic empowerment often make it difficult for women to enjoy their rights and fully access services, especially in rural areas.\textsuperscript{20} In 2018, 10.9% of women aged 15-49 years reported that they had been subject to physical and/or sexual violence by a current or former intimate partner in the previous 12 months\textsuperscript{21}, a result of deeply entrenched patriarchal gender stereotypes.\textsuperscript{20}

Cabo Verde has undertaken several efforts in recent years to strengthen its institutional and policy framework in support of gender equality. Such efforts have included the establishment of the Ministry of Family and Social Inclusion (2016), and the Interministerial Commission for Gender Mainstreaming (2018), as well as the establishment of gender focal points at the municipal level. Gender policies are produced within an integrated institutional architecture that includes the above offices in addition to the Cabo Verdean Institute for Gender Equality and Equity, and the Gender Observatory. In addition, Cabo Verde has undertaken efforts to implement gender mainstreaming and gender-responsive budgets, universal primary education ensuring that more than 95% of children are in school, and a free, integrated and gender-responsive health service.\textsuperscript{20}
As part of the Strategic Plan for Sustainable Development 2022-2026 and the National Plan for Gender Equality 2021-2025, the government has expressed its intent to support women’s economic empowerment in food systems, including fisheries, and to strengthen local capacity.\textsuperscript{22}

As of November 2022, 38.9% of parliamentary seats (lower chamber) were held by women – ranking Cabo Verde 32\textsuperscript{nd} out of 187 ranked countries – with equal numbers of women and men in cabinet posts.\textsuperscript{24} Women ministers include Janine Lélis (Minister of Justice and Labor), Eunice Silva (Minister for Infrastructure, Planning and Housing), and Maritza Rosabal (Minister Minister for Education, Family, and Social Inclusion). The proportion of seats held by women in deliberative bodies of local government was 28.4% in 2018.

### Key frameworks promoting gender equality and their ratification status\textsuperscript{25}

- Convention on the Elimination of Discrimination Against Women (CEDAW) acceded to in 1988 and its Optional Protocol in 2011.\textsuperscript{26} Cabo Verde submitted its ninth periodic report in 2018 (one year late).\textsuperscript{18}
- Beijing Platform for Action (1995) with national review submitted in 2019.\textsuperscript{27}
- Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women (also known as the “Maputo Protocol”) ratified in 2005.\textsuperscript{28}

### Social Institutions and Gender Index (SIGI)

Higher SIGI values indicate higher inequality and ranges from 0 for no discrimination to 1 for very high discrimination. Given that data is missing across several dimensions of the index, no overall aggregated value is available for Cabo Verde.

### Africa Gender Index (AGI)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total aggregated index value (Category)\textsuperscript{32}</th>
<th>Discrimination in the family</th>
<th>Restricted physical integrity</th>
<th>Restricted access to productive &amp; financial resources</th>
<th>Restricted civil liberties</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014\textsuperscript{30}</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>2019</td>
<td>NA</td>
<td>0.368 (Med.)</td>
<td>0.099 (v. Low)</td>
<td>NA</td>
<td>NA</td>
</tr>
<tr>
<td>2023\textsuperscript{31}</td>
<td>NA</td>
<td>0.088 (v. Low)</td>
<td>0.163 (Low)</td>
<td>NA</td>
<td>NA</td>
</tr>
</tbody>
</table>

**Value** (2019)\textsuperscript{32} **0.655**
(on a scale from 0 to 1, with a score of 1 representing parity between women and men)

**Rank** (2019) **7**
(out of 51 countries)
Gender Inequality Index (GII)

Value (2021)\textsuperscript{33} 0.349

Global Rank (2019) 84

(84 out of 170 countries)

Gender in fisheries governance

Of the legislative texts reviewed (table below), only one made mention of women and/or gender – the \textit{Comprehensive Strategic Framework for Sustainable Fisheries and Aquaculture Development}, which is inclusive but not specific to Cabo Verde as it encompasses countries that are part of the Economic Community of West African States and Mauritania. The framework identifies systematic gender mainstreaming as a key thematic issue, with the objective of advancing gender equality, empowering women and youth, and fostering entrepreneurship. This is to be achieved through various strategies, such as promoting effective participation of both men and women in decision-making within fisheries and aquaculture, enhancing entrepreneurship and business management for sustainable fish-based small and medium-sized enterprises, and enacting enabling policies that promote women's control over productive assets and co-management. The framework also emphasizes the significance of addressing cross-cutting issues such as gender equality and climate change, recognizing that equitable access to resources and services, including land, credit, and extension services, is essential for the long-term development of the fisheries and aquaculture sector.

The \textit{Policy Charter for the Blue Economy} in Cape Verde makes a brief mention of women, emphasizing the importance of empowering women in fisheries value chains.\textsuperscript{34}

Of note is that in March of 2022, the Minister of the Sea rolled out a Gender Strategy in Fisheries, developed in partnership with the FAO, which aims to empower women in food systems and strengthen local capacities.\textsuperscript{35}

<table>
<thead>
<tr>
<th>Legislative Text</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resolution No. 111 approving the Charta promoting the improvement of marine sector in Cape Verde</td>
<td>2015</td>
</tr>
<tr>
<td>Resolution No. 83 approving the Plan of Action of the Fisheries Policy Chart</td>
<td>2015</td>
</tr>
<tr>
<td>Comprehensive Strategic Framework for Sustainable Fisheries and Aquaculture Development</td>
<td>2019</td>
</tr>
<tr>
<td>Legislative Decree No. 2 approving the general regime regulating fishing activities in national maritime waters and the high seas</td>
<td>2020</td>
</tr>
</tbody>
</table>

Perusal of additional documents (below) that consider fisheries in Cabo Verde include five reports that do mention women and/or gender. The action program of the \textit{implementation plan for the Canary Current Large Marine Ecosystem} includes training and capacity development activities to support women and promotes gender representation in decision-making.
processes. These initiatives are primarily focused on two levels: institutional and community.

The **Sustainable Ocean Economy Country Diagnostics of Cabo Verde** highlights the prevailing gender segregation within the fisheries sector. It notes that although many of the policy objectives aimed at achieving political gender equality have been met, women in rural communities, in particular, are still mostly excluded from fishing activities and instead participate in artisanal fish processing or alternative economic pursuits, such as sand collection. The **Cape Verde Fisheries Sector Strategy Assessment** also acknowledges the role of women in fish marketing. Both documents call for the collection of sex-disaggregated data in the fisheries sector, specifically in artisanal fisheries, as well as on income, and access rights.

<table>
<thead>
<tr>
<th>Legislative Text</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fisheries Partnership Agreement between the European Community and the Republic of Cape Verde</td>
<td>2006</td>
</tr>
<tr>
<td>Cape Verde Fisheries Sector Strategy Assessment</td>
<td>2008</td>
</tr>
<tr>
<td>Ex-post and Ex-ante evaluation study of the Sustainable Fisheries Partnership Agreement, European Union and Cabo Verde</td>
<td>2018</td>
</tr>
<tr>
<td>Towards sustainable management of the Canary Current Large Marine Ecosystem (CCLME) – initial support to SAP implementation</td>
<td>2019</td>
</tr>
<tr>
<td>Protocol on the implementation of the Fisheries Partnership Agreement, European Community and Cape Verde (2019-2024)</td>
<td>2019</td>
</tr>
<tr>
<td>Sustainable Ocean Economy Country Diagnostics of Cabo Verde</td>
<td>2022</td>
</tr>
</tbody>
</table>

### Threats and drivers of change in fisheries

Several key threats to and drivers of change in Cabo Verde’s coastal ecosystems and encouraging examples of how these may be addressed are outlined below. While threats and drivers of change to fisheries may have specific gender dimensions associated with them, gender integration is necessary in efforts to improve adaptation and foster resilience in the face of change.

- **EU-Cabo Verde fisheries agreements** have been criticized for inadequate control over foreign ships in local waters and discrepancies in benefits accrued to the artisanal fleets, which dominate local fishing activities, and compensation provided by Brussels. In addition, Cabo Verde’s lack of compatibility with the EU’s Vessel Monitoring System, limits local authorities’ capacity to monitor the activities of European vessels in Cape Verdean waters, and raises the risk of potential overfishing and Illegal, Unreported, and Unregulated (IUU) fishing. These shortcomings have contributed to the depletion of fish stocks in local waters and have impacted the livelihoods of local fishworkers. However, the Sustainable Fisheries Partnership Agreements, have supported the development of maritime infrastructure, storage, and processing capacities for catches by local and foreign vessels.

- **IUU and overfishing** on Maio, a UNESCO Biosphere Reserve, especially by semi-industrial boats within three nautical miles of the coastline—a zone reserved for artisanal fishers—represent a threat to the local environment and local livelihoods. In response to these infractions, artisanal fishers on Maio joined forces and, supported by a local organization called The Maio Biodiversity Foundation, created the
Guardians of the Sea. Today the group consists of 20 members on Maio and 40 members on neighbouring Sal who document the specifics of illicit practices and disseminate them to the authorities. Boa Vista is establishing a third group of Guardians. Recent efforts to strengthen monitoring, control and surveillance activities are also helping to keep illicit activities under check. The recent initiation of the Cabo Verde fisheries observer programme is an additional important step in supporting greater transparency and sustainable management of resources.

- In some locations, such as Charco Ribeira da Barca, Rincao and Cancelo (all on Santiago), because of, in part, significant declines in marine resources, entire fishing communities and especially women, have turned to the dangerous and physically tasking labor of **illegal sand mining** to supply the construction industry as a source of income. In some locations, such as Charco’s community, this activity has been ongoing for several decades. Sand extraction is a major driver of coastal erosion and therefore likely to aggravate the impacts of sea level rise under climate change.

- Cabo Verde has already suffered damages from major natural disasters, including storms, severe rainfall and drought. Future **climate change** projections show the country being exposed to more extreme events as well as sea level rise. The small size of Cabo Verde's economy, the country's structural vulnerabilities, unemployment and poverty rates, inequality in the distribution of income and its large reliance on the ocean for livelihoods, food security and national revenue generation, make it particularly vulnerable to the impacts of natural disasters and other climate related-challenges. Cabo Verde fishers have reported declines in the capture of black mackerel, a popular fish among locals, with some attributing this decrease to the likely impacts of climate change. In 2022, the packaging industry also registered a decrease in tuna capture and the lack of black mackerel. Modelling studies indicate that by 2100, species such as albacore tuna could register up to 45% declines in biomass within Cabo Verde waters.

### Gender in ODA allocation for fisheries

Between 2010 and 2019, Cabo Verde received a total of USD5.4 million in fisheries Official Development Assistance (ODA), USD1 million (19%) of which were earmarked to support gender equality-focused fisheries projects (i.e., tagged with gender markers 1 or 2). This latter sum represents 1% of gender equality-focused fisheries allocations to Sub-Saharan Africa. For the period under consideration, most of gender-focused financing was provided by Spain (99.9%) with the reminder contributed by Australia.

Funded projects mostly targeted training of individuals linked to the fishing sector and targeted socio-economic development activities in underserved communities to support, for instance, empowerment, value-added production, and livelihood diversification.

### Programmes or initiatives aiming to advance gender equality in fisheries

In May 2022, Spain revealed that it will provide EUR160,000 to support a one-year project to promote entrepreneurship and employment in the blue economy in Cabo Verde. The project, implemented with FAO, aims to carry out actions focused on raising awareness, communication, knowledge transfer, and capacity building, with a target of ensuring that 40% of all beneficiaries are women.
Two major case studies are currently in progress on the islands of São Vicente and Maio. The studies aim to perform a gender analysis of the value chain for artisanal fisheries products and identify the specific requirements of fishmongers and fishers. They also include a gender analysis of public fisheries policies, an assessment of the knowledge and gender responses of key institutions in the fisheries sector, and training of key stakeholders in the fisheries sector.

FAO’s Coastal Fisheries Initiative in West Africa, which aims to enhance the capacities of women fish processors and sellers in Cabo Verde, Côte d’Ivoire, and Senegal, organized a series of national exchange visits. In May 2022, women fish processors and sellers from Cabo Verde and Côte d’Ivoire visited Senegal to share experiences and good practices in organizing, processing, and marketing fish products. The main objective of the visit was to make their work safer, easier, and healthier.

IFAD’s Country Strategic Opportunities Programme (2019-2024) highlights that planned interventions are to include at least 50% of women beneficiaries. The aims of the programme include to enhance the entrepreneurial skills of women by strengthening their abilities across the value chain and reduce gender disparities. To this end, efforts will focus on improving women’s access to resources, promoting their involvement in eco-tourism, the green economy, and local product processing (such as fish), as well as supporting their participation in decision-making bodies. While emphasis is placed on engaging farmers, it is expected that the programme’s objectives, including women’s empowerment, will have benefits that scale at the larger community level.

Acknowledgements

This project was supported by the Ocean Risk and Resilience Action Alliance (ORRAA) and was funded with aid from the UK government. In addition, this publication benefitted from the kind review of Laura Anderson (Stanford Center for Ocean Solutions).

Layout and graphics: Johanna Jonsson / Azote

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Woman carrying fish in a basket on her head on the local market in Assomada, Santiago. Photo: iStock.com/MaaikeZaal

Endnotes and references


3. Marine fisheries statistics are derived from catch reconstruction under the Sea Around Us. http://www.seaaroundus.org/data/a/eez

The approach utilized builds on national statistics and accounts for discards as well as sectoral catch data that often is not included in official datasets (e.g., artisanal or recreational catches). The Sea Around Us data is also utilized here as a consistent frame of reference for and to facilitate comparison across the set of countries for which fact sheets were developed as part of this project. Sea Around Us data are distinguished according to the following categories: large-scale (i.e., industrial) and small-scale (i.e., artisanal, subsistence and recreational) fisheries catches. Recreational catches were not considered here.

4. The term “apparent” refers to the average food available for consumption, which for several reasons (for example, waste at the household level), is not equal to average food intake or average food consumption. The amount is calculated as production + imports – exports - non-food uses, +/- stocks variations and divided by number of people partaking of it.


10. Estimates calculated based on labour force surveys and Income Expenditure Surveys as part of the Illuminating Hidden Harvests project.

11. According to IHH estimates, 32,760 people belong to households where at least one person engages in fisheries or in subsistence fishing.


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