DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT B: STRUCTURAL AND COHESION POLICIES

FISHERIES

WOMEN IN FISHERIES:
A EUROPEAN PERSPECTIVE

NOTE
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NOTE

Abstract
This note gives an overview of the current situation faced by women in the fisheries and aquaculture sector in Europe and the prerequisites for improved gender mainstreaming. It presents and discusses the available data on female employment in the sector, the problems faced by women’s fisheries organisations and their future prospects. The note also proposes that the impact of the EFF on the promotion of gender equality should be evaluated, and outlines the expectations vested in the EMFF.
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ACRONYMS

**AKTEA** European network of women’s organisations in the fisheries and aquaculture sector

**CFP** Common fisheries policy

**DCF** Data Collection Framework

**DG MARE** Directorate-General for Maritime Affairs and Fisheries

**EFF** European Fisheries Fund

**EMFF** European Maritime and Fisheries Fund

**FAO** Food and Agriculture Organisation of the United Nations

**FARNET** European network of fisheries areas supported by Axis 4 of the EFF

**FLAG** Fisheries Local Action Groups

**FTE** Full-Time Equivalent

**ICSF** International Collective in Support of Fishworkers

**JRC** Joint Research Centre

**MS** Member State

**NSWN** North Sea Women’s Network

**RAC** Regional Advisory Councils

**STECF** Scientific, Technical and Economic Committee for Fisheries

**TFEU** Treaty on the Functioning of the European Union

**UDHR** Universal Declaration of Human Rights

**UN** United Nations
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EXECUTIVE SUMMARY

According to the FAO, women accounted for 5.4 million of the 45 million people engaged full time or part time in the primary fisheries and aquaculture sector in 2008, which means that they represented 12% of the sector’s total workforce. It is hard to estimate the level of female employment within the European Union, since the figure varies depending on the data source used. According to data from EUROSTAT, women accounted for 12% of the overall workforce in the fisheries and aquaculture sector in 2012 (European Union 27 plus Croatia), but data from the Scientific, Technical and Economic Committee for Fisheries (STECF) indicate that 28% of all those employed within the aquaculture sector and 57% of all those employed within the processing sector were female in 2009 (most recent data available). The STECF did not however record the proportion of women employed within the catching sub-sector of the fisheries industry.

European employment statistics, which are the only social indicator used for the purposes of the CFP, often fail to provide the necessary information, particularly when it comes to the gender breakdown of data sets. The situation has changed slightly since 2008 for aquaculture and processing, since Decision 210/93/EU made it obligatory for Member States to provide employment data broken down by gender for these two sub-sectors. The same does not apply to the catching sub-sector, however.

As well as the women who are in paid employment within the fisheries sector, women are also responsible for many tasks within family businesses, such as paperwork, sales of fish or shellfish, preparing nets and lines and cleaning vessels. Their contribution is frequently invisible since they are only rarely granted employment status, in spite of European policies aimed at ensuring equal opportunities for women and men in such cases. Directive 86/613/EEC on the application of the principle of equal treatment between men and women engaged in an activity, including agriculture, in a self-employed capacity, and on the protection of self-employed women during pregnancy and motherhood, which was replaced by Directive 2010/41/EU, granted spouses a legal status which gives them access to social benefits such as maternity leave, a pension, professional training and membership of fisheries organisations in the Member States where this is permitted under national law. Directive 2010/41/EU introduced the idea of a ‘life partner’ who could henceforth be granted employment status. Directive 2010/41/EU was transposed into national law by all the Member States before the deadline of 2012.

From the mid-1990s onwards, the spouses of those employed in the fisheries and aquaculture sector started to join together to form independent organisations, and this trend continued into the first decade of this century. The organisations initially called for support to ensure the survival of the fisheries sector and of fishing enterprises and communities, before moving their focus to social rights such as a legal status acknowledging their contributions to fishing enterprises. The initiatives undertaken by women’s associations vary from country to country depending on the specific areas which require support in order to guarantee the survival of the sector or of the enterprises and communities, but they relate mainly to safety at sea, psychological support for fishworkers and their families following accidents at sea, improved working conditions on board, the conclusion of contracts between ship-owners and crews, access to fishing rights and seats on the Regional Advisory Councils for fisheries. Their entry into the public arena has made them preferred points of contact, particularly as regards the social aspects of the fisheries sector.

In the mid-1990s, female shellfish gatherers in Galicia joined together to turn what had been an informal activity into a profession. They completed training courses which allowed them to...
gain professional status and set up their own groups within fishworkers’ organisations. These women’s organisations also established a resource management system to avoid the over-exploitation of shellfish stocks. The same approach was adopted several years later by female net menders in Galicia, and more recently by those in the Spanish Basque Country. The regional authorities, which provide funding for the training courses completed by the women, are the driving force behind these initiatives. In 2006, many of the women’s organisations in the fisheries and aquaculture sector decided to join together at European level to create the AKTEA network, the main aims of which are to protect women’s rights in the fisheries sector at European level and to promote exchanges between women’s organisations in different countries.

The majority of these organisations, whether they represent fishworkers’ spouses or female fishworkers, are currently facing various – particularly financial – problems, which is preventing them from successfully implementing their initiatives. These groupings of women are operated on a voluntary basis, which often makes it difficult to access funding. It was expected that funding would be available via the EFF to consolidate their work and establish links with other women’s organisations with a view to exchanging experiences, but no women’s organisation currently in existence has been granted funding of this kind. The only exception to this rule is the new network for women in the fisheries sector set up in Spain by the Ministry of Agriculture, Food and the Environment, which is intended to provide a framework for initiatives organised by or targeted at women in the country. This national network, which is admittedly the outcome of a top-down process, is probably the only successful example of its kind at EU level.

The EFF and the EMFF seek to promote the role of women and gender equality in the fisheries sector. In particular, the EFF was intended to support the establishment of networks of women’s organisations with a view to exchanging experiences and best practices (EFF Axis 3). EFF Axis 4 funding can also be accessed for training courses and female-led projects aimed at the diversification of fishing enterprises or the development of entrepreneurship. The impact of this Axis on women has not yet been evaluated by the European Commission. In order to remedy this problem, an Internet survey was carried out by the contractor among the Fisheries Local Action Groups (FLAGs) in order to analyse the impact of their initiatives on women.

A database containing 276 addresses was used for the survey. Of this number, 227 FLAGs were contactable and 111 responded. Information regarding project numbers and budgets was provided by 55 FLAGs, or in other words half of all respondents. A substantial number of other respondents could not answer this question because their budgets had not yet been announced. The 55 FLAGs stated that they managed 1 690 projects with a total budget of EUR 150 million, although there was a great deal of variation between the FLAGs. Individual projects managed by women accounted for 185 projects (11 %). Collective projects led by groups of women accounted for 76 projects (4.5 %), and 61 other projects included women among their targets, which meant that 19 % of projects were either led by women or targeted at women.

The EFF had little impact in terms of promoting equality between women and men, and the EMFF should draw the necessary consequences and attempt to move further forward in this area. According to the interim evaluation of the EFF, this lack of impact on women can be explained by the fact that the Member States failed to include gender equality as a separate objective in their Operational Programmes. This criticism should therefore be taken into account when the EMFF is implemented, and in particular when strategic and operational plans are drawn up. Gender equality training should be provided for the European officials and national officials responsible for administering the future EMFF, who should be made
more aware of the fact that women are part of the fisheries sector and that their projects and organisations should be supported, because these women are as essential as men to the sustainable development of the fisheries sector and fishing communities.

**Recommendations**

1. The quality of European statistics on levels of female employment should be improved in order to allow better identification of their role within the fisheries sector (catching, aquaculture and processing). To this end, it is firstly necessary to adopt a harmonised definition of the categories used for data collection purposes and to extend the gender breakdown obligation under the DCF to include the catching sub-sector, since this obligation only applies to the sub-sectors of aquaculture and processing under the current regulations. Secondly, there is a need for more data broken down by gender in terms of the different types of male and female employment (full time/part time) and remuneration levels.

2. Data collection obligations under the DCF should be expanded to include social indicators which make it possible to quantify contributions to enterprises by non-remunerated members of fishworkers’ families. This is vital in order to analyse how dependent these enterprises are on family work, which is mainly carried out by women. These data should be broken down by the various possible statuses such as associate, spouse, collaborator and the other possible statuses which are not necessarily remunerative.

3. Women should be guaranteed access to benefits deriving from the allocation of fishing rights. Apart from boats, the capital owned by fishing enterprises increasingly comprises intangible entitlements such as fishing rights and opportunities. These latter are often assigned by name to the fishworker or the boat, and spouses are rarely declared as co-owners of boats. Despite the contributions they make to the enterprise, spouses and life partners are thus often deprived of their rights to the value of these means of production in the event of divorce or death of a spouse. The European Union should guarantee women access to the benefits arising in connection with these entitlements in such cases. In particular, the European Union should impose the principle of co-ownership by spouses or by a spouse and a collaborating/associate partner of the rights granted to fishing enterprises.

4. The European Structural Funds should be used to support women and women’s organisations which wish to join together to form networks. This kind of support would allow women to overcome the obstacles they currently face and ensure the survival of these networks. Women’s organisations are an essential way of ensuring that women gain the self-confidence to enter the public arena, which is a prerequisite for genuine equality between women and men in this sector.

5. Women’s organisations should have easier access to decision-making structures and processes in the fisheries sector which relate to Community initiatives (RCCs for fisheries, aquaculture-related organisations, partnerships linked to the EFF or the future EMFF and FLAGs). Their participation is a measure of the awareness of women’s needs and the needs of the communities where they live.
1. INTRODUCTION

1.1. Background

According to the FAO’s most recent report (2012) on the state of world fisheries and aquaculture, almost 45 million people worldwide were directly engaged, full time or part time, in the fishery primary sector in 2008. Furthermore, the FAO believes that there are an additional estimated ‘135 million people employed in the secondary sector, including post-harvest activities’. According to the same report, and on the basis of information from 86 countries, 5.4 million women worked in the primary fisheries and aquaculture sector in 2008, representing 12% of the total workforce. It is hard to calculate the level of female employment within the European Union since the figure varies depending on the data source used. According to data from EUROSTAT\(^1\), for example, women accounted for 12% of the overall workforce in the fisheries and aquaculture sector in 2012 (European Union 27 plus Croatia), but information from the Scientific, Technical and Economic Committee for Fisheries (STECF) based on the data gathered under the Data Collection Framework\(^2\) (DCF) indicates that 28% of those employed in the aquaculture sub-sector and 57% of those employed in the processing sub-sector in 2009 were female. The number of women employed within the catching sub-sector of the fisheries industry was not calculated. The availability of statistical data broken down by gender and the quality of these data will be discussed later in this note.

Women are employed in the catching sector, in aquaculture farms and processing factories, in the field of seafood sales and within the bodies which manage the fisheries sector (Frangoudes, 2011; Zhao, 2013a, 2013b). No information is available on these latter two categories, and no quantitative information is available on the wages of women working in any of the jobs in this sector.

The existing statistical data only record employment within the fisheries sector if this employment is declared and remunerated, and there are many problems associated with the figures available for this visible employment. Yet as well as women whose status is declared and remunerative, there are others who are ‘invisible’. This category includes spouses, life partners, mothers, sisters and daughters, who play an active role in family fishing or aquaculture enterprises. They are responsible for many tasks such as paperwork, fitting and repairing nets, cleaning vessels, direct sales and the small-scale processing of fisheries or aquaculture products. These women are rarely remunerated and their efforts remain unacknowledged by society, since attempts at European level to recognise their contribution have only recently been successful. They are therefore ignored in both national statistics and European statistics. Their contributions will be examined in this note, as well as the initiatives they have undertaken and their calls to be granted legal status, which is an issue which has motivated them to speak out (Frangoudes, 2011).

These women started to enter the public arena in the late 1990s. Their initial goal was to ensure the survival of fishing communities, but they then moved their focus to calls for a legal status which would allow them to gain recognition and to access social insurance. They have set up associations, groups and networks to assert their rights or to seek support for fishing activities and the communities in which they live, as well as to promote safety at sea etc. (Frangoudes, 2013b). As the same time, the female shellfish gatherers in Galicia (the

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\(^1\) Data not differentiated for fisheries and aquaculture.

‘mariscadoras’), who are frequently married to fishermen, have joined together with a view to making their occupation a profession and helping to manage the resource.

The women within these organisations in the fisheries and aquaculture sector have become the preferred points of contact for public authorities in respect of subjects which are regarded as more feminine, such as safety at sea and social issues, but they are still ignored when it comes to other subjects, in particular resource management. This is not the case for the Galician ‘mariscadoras’, who have put in place annual exploitation plans in order to ensure better management of their shellfish stocks (Frangoudes et al., 2008b, 2013a). This exclusion of women’s organisations from an issue directly linked to the viability of fishing enterprises and thus of families is perhaps the reason why there is no mention of women in the texts on the common fisheries policy; for example, the final compromise text for the basic regulation on the CFP, adopted on 18 June 2013, makes no reference to women or gender. By way of contrast, references to women appear in the regulations on the Structural Funds (European Fisheries Fund – EFF) and that on the European Maritime and Fisheries Fund (EMFF), which is currently at the discussion stage. Support provided to women via the Structural Funds will also be covered in this note, in particular the impact of EFF Axis 4 on the promotion of gender equality.

1.2. The promotion of gender equality in the fisheries sector: international and European legal framework

Brief background information on the international and European legal instruments forming a basis for gender mainstreaming in the fisheries sector is provided below. The first international text which addresses discrimination against women, the Convention on the Elimination of all Forms of Discrimination against Women adopted by the General Assembly of the United Nations, dates back to 1979. The Convention acknowledges the fact that women are discriminated against, and defines discrimination as ‘any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field’ (Article 1). The Convention also reiterates the principle of equality and calls on the States Parties to take ‘all appropriate measures, including legislation, to ensure the full development and advancement of women, for the purpose of guaranteeing them the exercise and enjoyment of human rights and fundamental freedoms on a basis of equality with men’ (Article 3).

Several other international instruments recognise women’s rights, such as the Universal Declaration of Human Rights (UDHR) and Chapter 17 of Agenda 21 on oceans and coastal areas, which calls on states to support the sustainability of small-scale coastal fisheries by taking into account the interests of fishworkers, ship-owners, women, local communities and indigenous people. In 1992, the Convention on Biological Diversity reiterated the need for the participation of women at all levels of policymaking and implementation for biological diversity conservation. The UN Fish Stocks Agreement adopted in 1995 (straddling fish stocks and highly migratory fish stocks) calls on the states to ensure access to subsistence fisheries for artisanal and small-scale coastal fishers and women fishworkers. Labour conventions adopted by the International Labour Organisation protect women’s rights to safe working conditions, whether in a structured workplace or at home.

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It should be stressed that there is no international text which refers directly to discrimination against women within the fisheries and aquaculture sector; for example, the FAO Code of Conduct for Responsible Fisheries makes no specific reference to women (ICSF, 2010).

In 1997, the United Nations Economic and Social Council introduced the idea of gender mainstreaming with a view to evaluating the consequences for women and men of any legislative, political or programming measure planned, in any sector and at any level (UN, Economic and Social Council report for 1997, E/1997/L.30). The Millennium Declaration signed in 2000 also refers to the promotion of gender equality and the empowerment of women as effective ways of ensuring the participation of women and men, regardless of the economic sector in which they work, in the development process on an equal footing and of ensuring that their interests are protected and their respective needs met.

Following on from the above review of the international legal framework, the general legal framework for the promotion of gender equality within the European Union will now be outlined. Article 3 (ex-Article 2) of the Treaty on European Union states that the Union ‘shall combat social exclusion and discrimination, and shall promote social justice and protection, equality between women and men, (…’)’. There are two other relevant articles in the Treaty on the Functioning of the European Union (TFEU); Article 8 (ex-Article 3(2)) states that, ‘In all its activities, the Union shall aim to eliminate inequalities, and to promote equality, between men and women’, and Article 10 states that, ‘In (…) implementing its policies and activities, the Union shall aim to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation’.

Another text which addresses the promotion of gender equality is the Women’s Charter, adopted on 5 March 2010 (COM(2010)78). This political declaration restates the Commission’s commitment to equality between women and men both in the European Union and elsewhere in the world. Finally, the last text to be considered here is one which makes specific reference to women in the fisheries sector, namely the Strategy for equality between women and men (2010-2015) adopted on 21 September 2010 (COM(2010)491), the annex to which sets out the measures which the various Directorates-General (including DG MARE) will implement in response to the Women’s Charter.

DG MARE’s proposals are as follows:

- The Member States should be supported in promoting gender equality in the EFF programmes by drawing lessons from the mid-term evaluation and promoting, in particular, the role of women in the sustainable development of fisheries areas.

- A pan-European network of women active in the fisheries and aquaculture sector and in coastal regions should be created to improve the visibility of women in this sector and establish a platform for the exchange of best practices (Strategy for equality between women and men (2010-2015), adopted on 21 September 2010 (COM(2010)491).

These two initiatives proposed by DG MARE will be expanded on in more detail later in this note in the sections focusing firstly on the Structural Funds and secondly on women’s organisations.
2. THE GENDER-BASED STATISTICS CURRENTLY AVAILABLE AND THEIR IMPACT ON THE RECOGNITION OF WOMEN’S ROLES

**KEY FINDINGS**

- The statistical data produced by EUROSTAT on female employment in the fisheries sector are incomplete, either because the Member States do not provide the necessary information or because any information they do provide is not broken down by gender.
- The DCF has made it obligatory to collect gender-based employment data, which means that the EU now has information regarding the number of women employed in the aquaculture and processing sub-sectors. The same does not apply to the catching sub-sector of the fisheries industry, however.
- The collection of gender-based employment data in this sub-sector also needs to be made obligatory via the DCF in order to achieve the EU’s goal of equal opportunities for men and women.

2.1. Eurostat data

These data are available for the years 2008 to 2012, although aggregate data for the whole of the ‘European Union plus Croatia’ are only available for 2012 (Table 1). It can be seen from this table that women account for 12% of the overall workforce in the fisheries and aquaculture sector in Europe.

<table>
<thead>
<tr>
<th>2012 (IN THOUSANDS)</th>
<th>WOMEN</th>
<th>MEN</th>
<th>TOTAL</th>
<th>SHARE OF FEMALE EMPLOYMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>European Union 27 + Croatia</td>
<td>20.5</td>
<td>150.1</td>
<td>170.6</td>
<td>12.0%</td>
</tr>
</tbody>
</table>

Source: Eurostat

Full data sets are not available for all of the Member States. No data at all were provided by certain Member States, and the data available for the other Member States sometimes only cover total employment and male employment, and not female employment. In some cases, the figure given for total employment is higher than that for male employment, even though the difference between the figures is not explicitly referred to as female employment. The data obtained on the basis of this hypothesis for the Member States in question (female employment equals the difference between total employment and male employment) are shown in Table 2 for 14 Member States.

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4 Basic data used: employment by gender, age and economic activity as outlined in NACE Rev. 2 for fisheries and aquaculture.
5 For 2012: Belgium, Bulgaria, Cyprus, Latvia, Lithuania, Luxembourg, Hungary, Malta, the Netherlands, Austria, Romania, Slovenia, Slovakia, Finland and the Former Yugoslav Republic of Macedonia.
6 For 2012: Czech Republic, Ireland, France, Latvia, Poland, Portugal, Sweden and the United Kingdom.
Table 2: Gender-based distribution of the workforce in the fisheries and aquaculture sector in Europe in 2012 by Member State

<table>
<thead>
<tr>
<th>2012 (IN THOUSANDS)</th>
<th>WOMEN</th>
<th>MEN</th>
<th>TOTAL</th>
<th>SHARE OF FEMALE EMPLOYMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Czech Republic</td>
<td>0.1</td>
<td>1.3</td>
<td>1.4</td>
<td>7.1 %</td>
</tr>
<tr>
<td>Ireland</td>
<td>0.2</td>
<td>1.8</td>
<td>2.0</td>
<td>10.0 %</td>
</tr>
<tr>
<td>Greece</td>
<td>2.0</td>
<td>11.9</td>
<td>13.9</td>
<td>14.4 %</td>
</tr>
<tr>
<td>Spain</td>
<td>5.5</td>
<td>34.9</td>
<td>40.4</td>
<td>13.6 %</td>
</tr>
<tr>
<td>France</td>
<td>2.8</td>
<td>13.0</td>
<td>15.8</td>
<td>17.7 %</td>
</tr>
<tr>
<td>Italy</td>
<td>3.3</td>
<td>30.1</td>
<td>33.4</td>
<td>9.9 %</td>
</tr>
<tr>
<td>Latvia</td>
<td>0.3</td>
<td>2.2</td>
<td>2.5</td>
<td>12.0 %</td>
</tr>
<tr>
<td>Poland</td>
<td>1.2</td>
<td>6.9</td>
<td>8.1</td>
<td>14.8 %</td>
</tr>
<tr>
<td>Portugal</td>
<td>1.3</td>
<td>14.8</td>
<td>16.1</td>
<td>8.1 %</td>
</tr>
<tr>
<td>Sweden</td>
<td>0.2</td>
<td>1.9</td>
<td>2.1</td>
<td>9.5 %</td>
</tr>
<tr>
<td>United Kingdom</td>
<td>1.4</td>
<td>8.2</td>
<td>9.6</td>
<td>14.6 %</td>
</tr>
<tr>
<td>Total</td>
<td>18.3</td>
<td>127</td>
<td>145.3</td>
<td>12.6 %</td>
</tr>
</tbody>
</table>

Source: Eurostat

On the basis of the above hypothesis and the data provided by individual Member States, female employment accounted for 12.6 % of the overall workforce in the fisheries and aquaculture sector in 2012.

2.2. DCF data (source: STECF7)

The STECF data are based on data collected via the DCF. They relate to the aquaculture sector (2008-2010) and the seafood processing sector (2008-2009). The results for 2009, the latest year for which data are available for both sectors, are used below.

2.2.1. Aquaculture sector

The data for Germany, Italy, Poland and Slovenia are not national data and are thus incomplete. The Netherlands and the United Kingdom only provided data on male employment, and were therefore omitted from the analysis. The gender-based distribution of the workforce in the aquaculture sector is shown in Table 3, by number of jobs and by full-time equivalents (FTEs). For all of the 16 Member States for which these data are available, female employment accounts for 28 % of the total number of jobs and 23 % of FTEs.

Table 3: Gender-based distribution of the workforce in the aquaculture sector in Europe in 2009

<table>
<thead>
<tr>
<th>COUNTRY</th>
<th>NUMBER OF ENTERPRISES</th>
<th>NUMBER OF MEN</th>
<th>NUMBER OF WOMEN</th>
<th>% OF WOMEN (NUMBER)</th>
<th>NUMBER OF MEN (FTE)</th>
<th>NUMBER OF WOMEN (FTE)</th>
<th>% OF WOMEN (FTE)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bulgaria</td>
<td>336</td>
<td>930</td>
<td>445</td>
<td>32.4 %</td>
<td>930</td>
<td>445</td>
<td>32.4 %</td>
</tr>
<tr>
<td>Cyprus</td>
<td>12</td>
<td>108</td>
<td>25</td>
<td>18.8 %</td>
<td>108</td>
<td>25</td>
<td>18.8 %</td>
</tr>
<tr>
<td>Denmark</td>
<td>160</td>
<td>410</td>
<td>55</td>
<td>11.8 %</td>
<td>281</td>
<td>37</td>
<td>11.6 %</td>
</tr>
<tr>
<td>Estonia</td>
<td>11</td>
<td>23</td>
<td>10</td>
<td>30.3 %</td>
<td>14</td>
<td>6</td>
<td>30.0 %</td>
</tr>
<tr>
<td>Finland</td>
<td>259</td>
<td>315</td>
<td>103</td>
<td>24.6 %</td>
<td>260</td>
<td>87</td>
<td>25.1 %</td>
</tr>
<tr>
<td>France</td>
<td>2 986</td>
<td>11 240</td>
<td>6 224</td>
<td>35.6 %</td>
<td>6 887</td>
<td>2 649</td>
<td>27.8 %</td>
</tr>
<tr>
<td>Germany*</td>
<td>12</td>
<td>10</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ireland</td>
<td>303</td>
<td>1 807</td>
<td>144</td>
<td>7.4 %</td>
<td>908</td>
<td>67</td>
<td>6.9 %</td>
</tr>
<tr>
<td>Italy*</td>
<td>1 422</td>
<td>99</td>
<td>6</td>
<td>6.5 %</td>
<td>908</td>
<td>67</td>
<td>6.9 %</td>
</tr>
<tr>
<td>Malta</td>
<td>6</td>
<td>167</td>
<td>6</td>
<td>3.5 %</td>
<td>141</td>
<td>4</td>
<td>2.8 %</td>
</tr>
<tr>
<td>Poland *</td>
<td>5</td>
<td>46</td>
<td>12</td>
<td>20.7 %</td>
<td>43</td>
<td>10</td>
<td>18.9 %</td>
</tr>
<tr>
<td>Portugal</td>
<td>1 454</td>
<td>2 024</td>
<td>282</td>
<td>12.2 %</td>
<td>1 085</td>
<td>142</td>
<td>11.6 %</td>
</tr>
<tr>
<td>Romania</td>
<td>315</td>
<td>2 135</td>
<td>554</td>
<td>20.6 %</td>
<td>2 065</td>
<td>477</td>
<td>18.8 %</td>
</tr>
<tr>
<td>Slovenia*</td>
<td>11</td>
<td>33</td>
<td>2</td>
<td>5.7 %</td>
<td>31</td>
<td>2</td>
<td>6.1 %</td>
</tr>
<tr>
<td>Spain</td>
<td>3 105</td>
<td>20 692</td>
<td>8 190</td>
<td>28.4 %</td>
<td>4 852</td>
<td>1 324</td>
<td>21.4 %</td>
</tr>
<tr>
<td>Sweden</td>
<td>192</td>
<td>367</td>
<td>57</td>
<td>13.4 %</td>
<td>201</td>
<td>22</td>
<td>9.9 %</td>
</tr>
</tbody>
</table>

* incomplete data: national data not provided

Source: STECF

Figure 1 illustrates the share of female employment in terms of numbers of jobs and full-time equivalents by showing the number of jobs held per full-time equivalent, or in other words the level of part-time employment in the sector.

Bulgaria, Finland, Malta, Poland, Romania and Slovenia have figures close to one, i.e. each job is full-time or almost full-time. In France, Portugal, Ireland and Sweden, however, the figure is close to two, and Spain stands out with a figure of over six jobs for each full-time equivalent.

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8 Inconsistent data on jobs per FTE were provided by Cyprus.
2.2.2. Processing sector

Unlike the data on the aquaculture sector, the data available via the DCF on the processing sector relate only to jobs and not to full-time equivalents. The data for 2009 are shown in Table 4.

Table 4: Gender-based distribution of the workforce in the processing sector in Europe in 2009

<table>
<thead>
<tr>
<th>Country</th>
<th>Number of Enterprises</th>
<th>Number of Men</th>
<th>Number of Women</th>
<th>% of Women (Number)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bulgaria</td>
<td>45</td>
<td>883</td>
<td>1 051</td>
<td>54.3 %</td>
</tr>
<tr>
<td>Cyprus</td>
<td>3</td>
<td>26</td>
<td>17</td>
<td>39.5 %</td>
</tr>
<tr>
<td>Denmark</td>
<td>123</td>
<td>2 121</td>
<td>2 106</td>
<td>49.8 %</td>
</tr>
<tr>
<td>Estonia</td>
<td>51</td>
<td>646</td>
<td>1 201</td>
<td>65.0 %</td>
</tr>
<tr>
<td>Finland</td>
<td>137</td>
<td>510</td>
<td>370</td>
<td>42.0 %</td>
</tr>
<tr>
<td>France</td>
<td>311</td>
<td>6 859</td>
<td>8 731</td>
<td>56.0 %</td>
</tr>
<tr>
<td>Germany</td>
<td>263</td>
<td>3 938</td>
<td>3 643</td>
<td>48.1 %</td>
</tr>
<tr>
<td>Greece</td>
<td>114</td>
<td>1 117</td>
<td>1 202</td>
<td>51.8 %</td>
</tr>
<tr>
<td>Ireland</td>
<td>172</td>
<td>2 007</td>
<td>860</td>
<td>30.0 %</td>
</tr>
<tr>
<td>Italy</td>
<td>414</td>
<td>3 790</td>
<td>3 760</td>
<td>49.8 %</td>
</tr>
<tr>
<td>Latvia</td>
<td>91</td>
<td>2 943</td>
<td>4 744</td>
<td>61.7 %</td>
</tr>
<tr>
<td>Lithuania</td>
<td>35</td>
<td>1 995</td>
<td>3 771</td>
<td>65.4 %</td>
</tr>
<tr>
<td>Malta</td>
<td>10</td>
<td>118</td>
<td>13</td>
<td>9.9 %</td>
</tr>
<tr>
<td>Poland</td>
<td>225</td>
<td>5 410</td>
<td>11 336</td>
<td>67.7 %</td>
</tr>
<tr>
<td>Romania</td>
<td>13</td>
<td>230</td>
<td>342</td>
<td>59.8 %</td>
</tr>
<tr>
<td>Slovenia</td>
<td>13</td>
<td>93</td>
<td>130</td>
<td>58.3 %</td>
</tr>
<tr>
<td>Sweden</td>
<td>226</td>
<td>1 116</td>
<td>875</td>
<td>43.9 %</td>
</tr>
</tbody>
</table>

Source: STECF

Women hold over half of all jobs in this sector (56.6 % for all 17 Member States for which data are available).
2.2.3. Aggregate data for the aquaculture and processing sectors

On the basis of the STECF data available, aquaculture accounts for 42.6 % of overall employment in these two sectors, or in other words almost 58 000 jobs out of a total of almost 136 000 for both aquaculture and processing. **Women hold 44.4 % of jobs recorded.** The data are shown by Member State in Table 5. There are major disparities between the Member States, with a female employment level of under 30 % recorded in some (Malta, Portugal, Ireland, Cyprus, Spain and Romania) and of over 60 % in others (Estonia, Lithuania, Latvia and Poland).

2.3. Cross-checking of Eurostat/STECF data

Subject to the reservations and hypotheses outlined in 2.1 and 2.2 above, an attempt can be made to identify the figure for the fisheries sub-sector alone using the Eurostat data. Overall employment calculated in this way for all three sectors (fisheries, aquaculture and processing) for the Member States for which data are available amounts to almost 280 000. **Women hold around 63 000 jobs, or in other words 27 % of all jobs in the fisheries, aquaculture and processing sectors.** Figure 2 summarises these results, although they should be viewed with caution since the reconstructed data have been taken from different sources and are sometimes incomplete (the data used for each Member State do not necessarily correlate). Their sole purpose is to provide an estimate with an indefinable margin of error.
Table 5: Employment in the aquaculture and processing sectors in Europe in 2009

<table>
<thead>
<tr>
<th>COUNTRY</th>
<th>NUMBER OF ENTERPRISES</th>
<th>NUMBER OF MEN</th>
<th>NUMBER OF WOMEN</th>
<th>TOTAL EMPLOYMENT (NUMBER)</th>
<th>% OF WOMEN (NUMBER)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bulgaria</td>
<td>381</td>
<td>1 813</td>
<td>1 496</td>
<td>3 309</td>
<td>45.2 %</td>
</tr>
<tr>
<td>Cyprus</td>
<td>15</td>
<td>134</td>
<td>42</td>
<td>176</td>
<td>23.9 %</td>
</tr>
<tr>
<td>Denmark</td>
<td>283</td>
<td>2 531</td>
<td>2 161</td>
<td>4 692</td>
<td>46.1 %</td>
</tr>
<tr>
<td>Estonia</td>
<td>62</td>
<td>669</td>
<td>1 211</td>
<td>1 880</td>
<td>64.4 %</td>
</tr>
<tr>
<td>Finland</td>
<td>396</td>
<td>825</td>
<td>473</td>
<td>1 298</td>
<td>36.4 %</td>
</tr>
<tr>
<td>France</td>
<td>3 297</td>
<td>18 099</td>
<td>14 955</td>
<td>33 054</td>
<td>45.2 %</td>
</tr>
<tr>
<td>Germany</td>
<td>275</td>
<td>3 948</td>
<td>3 643</td>
<td>7 591</td>
<td>48.0 %</td>
</tr>
<tr>
<td>Greece</td>
<td>114</td>
<td>1 117</td>
<td>1 202</td>
<td>2 319</td>
<td>51.8 %</td>
</tr>
<tr>
<td>Ireland</td>
<td>475</td>
<td>3 814</td>
<td>1 004</td>
<td>4 818</td>
<td>20.8 %</td>
</tr>
<tr>
<td>Italy</td>
<td>414</td>
<td>5 212</td>
<td>3 859</td>
<td>9 071</td>
<td>42.5 %</td>
</tr>
<tr>
<td>Latvia</td>
<td>91</td>
<td>2 943</td>
<td>4 744</td>
<td>7 687</td>
<td>61.7 %</td>
</tr>
<tr>
<td>Lithuania</td>
<td>35</td>
<td>1 995</td>
<td>3 771</td>
<td>5 766</td>
<td>65.4 %</td>
</tr>
<tr>
<td>Malta</td>
<td>16</td>
<td>285</td>
<td>19</td>
<td>304</td>
<td>6.3 %</td>
</tr>
<tr>
<td>Poland</td>
<td>230</td>
<td>5 456</td>
<td>11 348</td>
<td>16 804</td>
<td>67.5 %</td>
</tr>
<tr>
<td>Portugal</td>
<td>1 454</td>
<td>2 024</td>
<td>282</td>
<td>2 306</td>
<td>12.2 %</td>
</tr>
<tr>
<td>Romania</td>
<td>328</td>
<td>2 365</td>
<td>896</td>
<td>3 261</td>
<td>27.5 %</td>
</tr>
<tr>
<td>Slovenia</td>
<td>24</td>
<td>126</td>
<td>132</td>
<td>258</td>
<td>51.2 %</td>
</tr>
<tr>
<td>Spain</td>
<td>3 105</td>
<td>20 692</td>
<td>8 190</td>
<td>28 882</td>
<td>28.4 %</td>
</tr>
<tr>
<td>Sweden</td>
<td>418</td>
<td>1 483</td>
<td>932</td>
<td>2 415</td>
<td>38.6 %</td>
</tr>
</tbody>
</table>

Source: STECF
2.4. The need for statistics broken down by gender

The above statistical analysis reveals the disparities which exist between the two main sources of data, EUROSTAT and STECF, as regards both employment figures in general and the complete lack of data for certain Member States. Relying on these statistics to obtain an overall picture of female employment in the fisheries and aquaculture sector is problematic, since no figures are available for women employed in the catching sub-sector. European employment statistics, which are the only social indicator used for the purposes of the CFP, often fail to provide the necessary information, and this is particularly true when it comes to obtaining gender-based statistics, since the data are often not broken down by gender and are dispersed over time.

Each time a statistical analysis is required, therefore, a specific effort should be made to draw on extensive resources to avoid merely obtaining a vague ‘snapshot’. It is vitally important to ensure that chronological and consistent sets of data broken down by gender, by type of job (full-time, part-time or casual), by status (self-employed or employed) and by type of fishing operation (artisanal or industrial) should be made available, and data on remuneration would also be useful.

The situation has changed slightly since 2008 for the sub-sectors of aquaculture and processing thanks to the DCF, introduced by Council Regulation No 199/2008 of 28 February 2008 concerning the establishment of a Community framework for the collection, management and use of data in the fisheries sector and support for scientific advice regarding the Common Fisheries Policy. In particular, Decision 210/93/EU (annexes X and XII) specifies the data to be collected in the economic sector covering the above two sub-sectors, and finally makes it obligatory for the Member States to provide employment data broken down by gender. Yet although gender-based data have been collected for these two sub-sectors since this date, the same obligation does not apply to the catching sub-sector. Furthermore, the above decision unfortunately did not make it obligatory to provide gender-based data on jobs per FTE, and thus no information is available on this parameter.
It has been possible to obtain useful information as a result of this obligatory collection of gender-based data, but the question remains as to why this obligation was not extended to cover the catching sub-sector. The type of social indicators collected via the DCF in addition to employment, the only social indicator used for the purposes of the CFP, should perhaps be redefined. Consideration should be given to collecting data on other indicators such as the gender of the people employed in the sector and perhaps their age, level of education, the number of spouses or collaborators and the nationality of crews. Some of these indicators could facilitate the definition of specific policies concerning the implementation of particular management measures. The data could be collected every four years via the DCF, for example, and would then also need to be broken down by gender. Data of this kind would also make it possible to determine the extent to which families are dependent on fishing activities.
3. RECOGNITION OF INVISIBLE WORK

**KEY FINDINGS**

- The legal status of women in fishing enterprises should be statistically monitored, since various European directives have laid the groundwork for recognising the work carried out by spouses or life partners within these enterprises.
- Collecting the relevant data will make it possible to evaluate the impact of equal opportunities policies and to analyse other social issues within the fisheries sector, such as the extent to which families are dependent on fishing activities, which is vitally important information when it comes to implementing European and national policies. The DCF appears to be the best instrument to achieve these goals.

Spousal contributions play a key role in family enterprises within the fisheries and aquaculture sector. Women are responsible for many tasks within such family enterprises on top of the work they carry out for their families, households and communities while their spouse is away from home (Britton, 2012, Vervaele, 2013). They effectively conduct all onshore business relationships, for example with banks, the administrative bodies within the sector, professional organisations and auctions, and their tasks include book-keeping and the payment of invoices of all kinds. Some of them sell fish, mend nets or prepare hooks. These contributions by women gain even greater significance during times of crisis for individual enterprises and the sector as a whole. Women believe that their contribution is essential at such times because it saves the family money: the more tasks are carried out by the woman, the fewer need to be carried out externally and paid for by the enterprise. Most women do not even regard these tasks as work, since they are carried out at home without pay, while looking after children (Frangoudes, 2008a).

The work done in connection with these tasks therefore remains invisible on the whole, since it was not specifically recognised until recently and provided no entitlement to social benefits because it was unpaid. At the same time, however everyone in fishing communities knows that ‘behind every fisheries or aquaculture enterprise is a great women’, to borrow the slogan of the AKTEA network, which represents women’s organisations in the fisheries and aquaculture sector in Europe. As well as these traditional tasks, women nowadays are responsible for initiatives aimed at the diversification of fishing enterprises; examples of such diversification include aquaculture enterprises which welcome tourists or school pupils, pesca-tourism in the fisheries sector and coastal tours by the ‘mariscadoras’. Some women have opened processing plants (Zhao, 2013) or fish markets to increase the value of the fish caught by their spouses or life partners (Frangoudes, 2008a, 2011).

This invisible contribution by women has gained a certain visibility thanks to European policies on equal opportunities for women and men. Council Directive 86/613/EEC of 11 December 1986 on the application of the principle of equal treatment between men and women engaged in an activity, including agriculture, in a self-employed capacity, and on the protection of self-employed women during pregnancy and motherhood, which was replaced by Directive 2010/41/EU of the European Parliament and of the Council, sought to make spousal contributions visible by granting spouses a legal status which would give them access to social benefits such as maternity leave and the appointment of a replacement during this...

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period, a pension, professional training and access to professional organisations in the fisheries sector. The main progress made by Directive 2010/41/EU of the European Parliament and of the Council was to introduce the idea of a 'life partner', since previously only spouses could be granted such a status. Since 2010, this has meant that life partners are entitled to the same social protection as the spouses of self-employed workers, provided their status is recognised under national law: ‘In view of their participation in the activities of the family business, the spouses or, when and in so far as recognised by national law, the life partners of self-employed workers who have access to a system for social protection, should also be entitled to benefit from social protection.’ (Article 17, Directive 2010/410/EU).

Council Directive 86/613/EC was criticised on the grounds of its ineffectiveness by the Commission (March 2006, Roadmap for equality between women and men), the Council and finally the European Parliament, firstly as regards better maternity protection for self-employed workers and secondly as regards improvements to the situation of self-employed workers’ spouses, and this criticism led to it being replaced by Directive 2010/41/EU. Article 16 of the Directive specified a deadline for its implementation by the Member State of 5 August 2012 at the latest: ‘Member States shall communicate to the Commission the text of the main provisions of national law which they adopt in the field covered by this Directive.’ (Article 16(3)). According to information from the Directorate-General for Employment, Social Affairs and Inclusion, all the Member States had notified the transposition of Directive 2010/41/EU to the Commission before the deadline. Four Member States (Ireland, France, Slovenia and the United Kingdom) had however requested an extended deadline to comply with Articles 7 and 8, as provided for under Article 16(2). Furthermore, infringement proceedings have been initiated against two Member States, Austria and Romania.

Yet unfortunately transposition of the directive into national law does not necessarily guarantee its effective implementation, as can be seen from experience gained in this respect in France, the only Member State to have applied Directive 86/613/EC to the fisheries sector. The spouses or partners of fishworkers in France are entitled to the status of collaborating spouse if they participate actively in the fishing enterprise. Between 1998 and 2008, however, when only spouses could opt for the status of collaborating spouse, few women chose to do so. There were various reasons for this reluctance: the social security contributions were too high for some women, whereas others did not believe that the pensions were sufficiently attractive, and yet others were entirely unaware of the option in the first place. Since 2006, any spouse who carries out regular activities within a fishing enterprise must choose one of the following three employment statuses: collaborating spouse, employee or associate. The number of women opting for the status of collaborating spouse has more than doubled since it became obligatory to choose one of these statuses, from 551 in 2007 to 1,143 in February 2013. One year later, life partners recognised as such under national law were also granted an entitlement to this status. There are still certain restrictions imposed on applications for this status, which ‘must be submitted by the head of the enterprise’. This rule has been challenged by women’s associations who want women to be able to submit applications themselves, instead of via their spouses. However the introduction of this status allows women not only to access pensions, but also – and more importantly – to gain social recognition at last for the role they play within fishing enterprises (Frangoudes and Keromnes, 2008).

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11 Answer by Ms Reding on behalf of the Commission to a question asked by the MEP Ms Astrid Lulling on 11 April 2013.
The situation in France is not unique, and women in other countries wanting to access social benefits, in particular pensions, have found ways of doing so. For example, Portuguese women contribute to a fishworkers’ pension fund as on-board crew. This approach is neither obligatory nor universal, but it entitles women to a status and to continued membership of the country’s fisheries-specific pension fund. Greek women married to small-scale coastal fishworkers can draw a pension from the farmers’ pension fund to which their spouse contributes. The same is not true for the spouses of medium-scale fishworkers, however, who have made several unsuccessful attempts to obtain the status of collaborating spouse. Italian and Dutch women are also endeavouring to obtain a status which recognises their participation within fishing enterprises (Frangoudes, 2008a). It is also worth noting that women’s contributions are greatest within family enterprises, which may be a good reason to use boat ownership as an indicator for inclusion in the category of small-scale coastal fisheries.
4. THE ROLE AND DEVELOPMENT OF WOMEN’S ORGANISATIONS

**KEY FINDINGS**

- Women’s organisations are currently experiencing problems and there is a risk that they might eventually disappear, since none of these organisations has been given real state backing despite the intentions stated in European policies (EFF Axis 3).

- At the same time, a national network has emerged on the basis of an initiative by the central Spanish administration, funded under EFF Axis 5. This is a unique initiative which could inspire other Member States.

- Equal consideration should be given to women’s organisations set up and led by women themselves, since their involvement within such organisations increases their self-confidence and thus strengthens their role not only within the sector but within European society as a whole.

- It is important to support the creation of a European network similar to FARNET, at the same time as giving existing organisations the opportunity to take on a leadership role and to contribute their own objectives and initiatives to these networks with a view to making them universal.

### 4.1. Setting up of women’s organisations in Europe

There are two long-standing organisations representing women (or spouses) in Europe, one in Norway (in existence since 1946) and the other in Ireland (in existence since 1964). To begin with, the initiatives undertaken by these two organisations focused on social issues within the fisheries sector such as improved working conditions on board, as well as life within fishing communities and improved communications between men on board and their families. The two organisations changed over time and now call for what are more properly women’s rights, such as access to ownership rights, which in Norway are granted to on-board crew in stead of fishing vessels. In the event that their spouse dies, women therefore inherit a vessel with no commercial value, since the quota entitlements lose their validity upon the death of the spouse. The Irish organisation is calling for an employment status for spouses.

The 1990s and the mid-2000s saw a fresh wave of women’s associations set up in Europe. Against the backdrop of the crisis affecting the European fisheries sector during this period, this trend was motivated more by concerns about the survival of the sector, of fishing enterprises and of the communities where the women lived. Women then began to campaign for rights such as a legal status which recognised their role within fishing enterprises. France was regarded as the example to follow, since the women in this country had formed organisations in order to demand an employment status which recognised their contribution within fishing enterprises. The same approach was followed by Italian, Dutch, Irish and Greek women, who also set up associations to demand entitlement to this status. Unlike in France, however, their calls have gone unheard, since they have still not been granted this status by the national authorities. Other women’s organisations with a different focus were subsequently set up, in particular those aimed at providing training courses for women (for example in Finland, France, Portugal, Italy, Greece, Ireland, the United Kingdom and Spain). Their main aim was to offer training opportunities to women, on the one hand so that these women were better able to carry out their work within fishing enterprises and on the other hand so that they could find jobs in other economic sectors. For example, French women
called for training courses which would lead to qualifications making it easier for them to return to the labour market.

The initiatives undertaken by these associations have differed depending on their country of origin and the specific problems they face. Subjects of particular interest for women’s organisations (in France, Portugal, Finland and Spain) have included safety at sea, psychological support for fishworkers and their families following accidents at sea, improved working conditions on board and the signature of contracts between ship-owners and crews, as well as the issues mentioned above.

The Spanish association Tyrius called for women to be given access to fishing rights as its members wanted to fish in the El Palmar lagoon, a right which the local fisheries association claimed could only be granted to men. Judicial proceedings were initiated and the court ruled in Tyrius’ favour in 2007. Women in the community of El Palmar have been able to fish in the lagoon ever since this date, and some have made use of this new right by participating actively in the work of the local fisheries organisation, which is looking for ways to improve the environmental quality of the lagoon and encourage the return of certain species of fish (e.g. eel).

The role played by women’s organisations within the Regional Advisory Councils (RACs) for fisheries has also been a topic of interest for many organisations (in Portugal, Ireland, Sweden, the United Kingdom and Italy, for example). A transnational network has been set up with a view to participating in the North Sea RAC (North Sea Women’s Network, NSWN). Women’s organisations in the fisheries sector have thus started to play a role within fisheries management organisations. Some have gained a seat on the executive committee of these organisations (in Portugal, Italy and the United Kingdom, for example), while others have managed working groups (NSWN). This participation has been problematic for various reasons, mainly financial in nature, since RAC membership is relatively expensive and it can be hard for these organisations to find the necessary funds as they depend on voluntary contributions and receive no public aid. Only three Portuguese organisations are currently still represented within the South-Western RAC. One has a seat on the executive committee, and all of them are members of the ‘Traditional Fisheries’ working group, which focuses on family fishing enterprises and is thus reliant on women’s contributions.

As well as organisations which represent spouses, there are also organisations which represent women in paid employment within the sector, whether in the catching sub-sector or in the manufacturing and repair of nets. These organisations are located in Spain, and represent the Galician shellfish gatherers (‘mariscadoras’), the Galician net menders (‘rederas’) and, more recently, net menders in the Spanish Basque country. All of these women formed organisations with the aim of turning what were initially informal activities into professions, and the regional and territorial Spanish authorities have provided support for the organisation and professionalisation of these occupations. The professionalisation of the ‘mariscadoras’ has made it possible on the one hand for them to be granted a status, and on the other hand for them to achieve better management of shellfish stocks (Frangoudes et al. 2008b, 2013a). The main aim of professionalisation for the ‘rederas’ was entitlement to an employment status, but also the right to a living wage.
4.2. Functioning of women’s organisations

Organisations representing spouses within the fisheries sector generally operate independently of men’s organisations and on a voluntary basis. The spouses in question did not choose to do so, but most of the legislation on organisations representing professionals within the fisheries sector does not allow spouses without any official status to form a group within such organisations. In certain respects, however, the independent status of these women’s organisations within the fisheries sector has allowed the women themselves to gain more independence, since they have been able to carry out their activities without being accountable to anyone. Independent organisations exist at all levels, from local to European, and the European AKTEA network acts as an umbrella group representing all women’s organisations in the fisheries sector at European level.

A lack of funding is the main problem facing all these associations, including those representing the ‘rederas’ or the ‘mariscadoras’, even if the latter form part of the ‘cofradias’, the professional organisations representing artisanal fisheries. The responses to the questionnaire sent to women’s organisations for the purposes of this note revealed that local organisations are faring better thanks to the small amounts of funding they can access at local level, whereas regional, national or European organisations are struggling to survive because of a lack of funds. Member contributions do not cover the costs of their activities.

This does not apply to the network of women in the fisheries sector in Spain, which was set up by the Secretariat-General for Fisheries (Ministerio de Agricultura, Alimentación y Medio Ambiente) on the basis of financial support under EFF Axis 5. Its objectives are to integrate women into all activities within the fisheries sector, to increase the visibility of women and to promote equal opportunities within the sector. It organises field trips to facilitate exchanges of experience, and an annual conference where women can meet to discuss subjects linked to their work. These annual meetings are organised by the regions and address various subjects, but their common goal is to raise women’s awareness of the role they play or that they could play within the sector. Participants’ travel expenses are mostly funded by the various FLAGs as part of their promotion of gender equality. This network is thus the only one of its kind within the EU since it receives funding both under the EFF and from national authorities, whereas all the other organisations and networks are independent voluntary organisations. It is also unique because it is the only ‘top-down’ network (the others being ‘bottom-up’) and lacks objectives genuinely set by women themselves. The very fact of its existence is however an achievement, and there is certainly scope for improvement if women’s organisations start to play a larger role and manage to take ownership of this instrument.

The is the type of network which DG MARE has proposed setting up at European level under the Strategy for equality between women and men (2010-2015) adopted on 21 September 2010 (COM(2010)491). The European Commission stated during a public hearing organised by the European Parliament’s Committee on Fisheries on 1 December 2010 that one of its objectives was to promote the setting up of women’s organisations at all levels. During the same hearing, it called on the Member States to follow Spain’s example and to provide financial support for the establishment of national women’s networks. ‘Once they have been set up and are operational, consideration could even be given to a European network of women active in the fisheries sector and in coastal regions, with a view to exchanging good practices, raising awareness and improving the visibility of women’. 
4.3. Future prospects for women’s organisations

What situation do women’s organisations currently find themselves in, and what future do they face given the lack of public funding? Many of the voluntary organisations representing spouses are facing various problems such as a lack of money to employ people to help them, a lack of interest on the part of the public authorities, even if these latter sometimes use the organisations for their own ends and problems regarding the renewal of directors’ contracts. These persistent problems have meant that many of the organisations have become dormant, while others are only operating because their leaders give up a great deal of their time. Yet the objectives of all these organisations are still relevant and deserve to be supported.

Organisations of women who practice a profession, such as the ‘mariscadoras’ or the ‘rederas’, remain active since they were set up to protect the interests and rights of female professionals, and, in the case of the ‘mariscadoras’, also to manage resources. However they too are facing problems, albeit of a different kind, such as environmental degradation in the Rias or illegal shellfish gathering. Nevertheless, women’s organisations are universally regarded as valuable partners which play a vital and useful role by bringing new voices to individual fishing communities and the sector as a whole, as well as by helping to boost women’s self-confidence and emancipate them. Support under the EFF for the setting up of women’s networks at national level is therefore vital, as is the subsequent establishment of a European network along the lines of FARNET. Existing organisations should also be given the opportunity to take on a leadership role and to contribute their own objectives and initiatives to these networks with a view to making them universal.
5. THE ROLE PLAYED BY WOMEN UNDER THE COMMON FISHERIES POLICY

KEY FINDINGS

- The interim evaluation of the EFF highlighted the fact that this policy has had little impact on women, despite its stated commitment to equal opportunities for men and women. Consideration must therefore be given to the criticism voiced in this evaluation, and also in the evaluations currently being prepared, in particular of EFF Axis 4, when implementing the EMFF.

- The ex ante evaluation requirement which will apply to all European funds will not be enough to guarantee genuine gender mainstreaming under the EMFF. Greater awareness of the role played by women within the fisheries sector and within fishing communities is needed among the European and national officials in charge of the EMFF. To this end, a programme of training on gender mainstreaming in the fisheries sector is needed, as well as obligatory interim and ex-post evaluations based on measurable indicators.

The main European texts which address the role of women in the fisheries sector are those on the European Fisheries Fund (EFF) and the European Maritime and Fisheries Fund (EMFF), the latter of which is currently being negotiated. The key provisions of the EFF Regulation concerning equality between women and men will be outlined in this section, as well as the main issues which arose from the interim evaluation of the EFF in respect of gender equality. EFF Axis 4 will be examined in more detail since it is most successful in terms of gender mainstreaming, with one of its goals being the implementation of measures aimed at promoting equality between men and women. In order to gain a better idea of the impact of this axis on women, the contractor carried out a survey among all of the ‘Fisheries Local Action Groups’ (FLAGS), the results of which are outlined in this section. The key provisions of the future EMFF Regulation will then be presented and discussed, and, as the text is still under discussion, a number of suggestions will be made which could improve gender mainstreaming and make it possible to strengthen the role played by women in the fisheries sector in Europe.

5.1. The European Fisheries Fund (EFF)

The European Fisheries Fund (2007-2013) is the main financial instrument for the provision of Community aid to the fisheries sector. Article 4(g) of the EFF Regulation restates the principle of promoting ‘equality between men and women in the development of the fisheries sector and fisheries areas’, while Article 11 states that, ‘The Member States and the Commission shall ensure that equality between men and women and the integration of the gender perspective are promoted during the various stages of implementation of the EFF, including the design, implementation, monitoring and evaluation. The Member States shall ensure that operations to enhance the role of women in the fisheries sector are promoted.’

The Member States have developed strategic plans and operational programmes for implementation of the EFF on the basis of this Regulation. According to the guidelines for operational programmes, the aim is the ‘promotion, during the various stages of the implementation of the operational programme, of gender balance in the fisheries sector through operations aiming, in particular, at reducing gender-based segregation in the labour market’ (Article 19(i)).
Five priority axes are targeted under the EFF. Priority axes 3 (‘Measures of collective benefit’) and 4 (‘Sustainable development of fisheries areas’) refer to measures specifically aimed at women, but measures likely to promote equality between women and men could also be undertaken under the other axes, namely 1 (‘Adaptation of the Community fishing fleet’), 2 (‘Aquaculture, inland fishing, processing and marketing’) and 5 (‘Technical assistance’). An interim evaluation is carried out for all of the axes.

Under priority axis 3 (‘Measures of collective benefit’), ‘The EFF may support measures of common interest [...] which aim, in particular, to: […] (k) networking and exchange of experience and best practice among organisations promoting equal opportunities between men and women and other stakeholders’ (Article 37). The sustainable development of fisheries areas (Axis 4) is a new priority for the EFF, intended to help fisheries-dependent areas to diversity their activities on the basis of a bottom-up decentralised approach which involves local stakeholders who are most knowledgeable about the specific circumstances and potential of their region undertaking initiatives, participating in the decision-making process and implementing a development strategy tailored to the area in question. Funding can also be provided under the EFF for measures such as the promotion and improvement of professional qualifications, worker flexibility and access to jobs, particularly for women, provided these measures form an integral part of a sustainable development strategy and account for no more than 15 % of funding under the priority axis in question.

EFF priority axis 4 makes it possible to provide support for sustainable development and an improved quality of life in fisheries areas. The scope of this axis covers in particular the maintenance of economic and social prosperity, added value for fisheries and aquaculture products, job creation and the promotion of national and transnational cooperation between fisheries areas. An investigation into best practices carried out for the purposes of this note revealed that there are a number of opportunities under Axis 4 for female-led initiatives. The Member States have set criteria in their operational programmes which make it possible to identify fisheries regions which may be entitled to support under Axis 4, and the FLAGs are the focus of these provisions. Article 45 of the EFF Regulation defines the composition and role of the FLAGs, and states that these local groups should represent ‘public and private partners from the various local relevant socio-economic sectors […] according to the principle of proportionality […]’. The actual establishment of FLAGs falls under the competence of the Member States, as do the specific methods used to achieve this goal.

The FLAGs have been given the task of drawing up local development strategies which act as a framework under which support can be granted to projects devised by individuals or organisations. Financial support may be granted via the FLAGs to projects undertaken by women’s groups or those aimed at boosting the role played by women in the fisheries sector, provided that these projects are eligible under the EFF Regulation and the objectives of the local development strategy. The Member State in question therefore also needs to have set itself the objective of promoting equal opportunities and accordingly prioritising projects submitted by or targeted at women.

An interim evaluation of the EFF was carried out in late 2011 among the 26 Member States which benefit from the fund, and a summary report highlighting all gender equality-related issues was drafted on behalf of DG MARE. The interim evaluation addresses the participation of women and women’s associations in monitoring committee partnerships and the impact of the EFF on women.
5.2. Has gender mainstreaming been successful under the EFF priority axes?

The interim evaluation states that the EFF has made a ‘neutral or marginally positive’ contribution to the promotion of equal opportunities between women and men. This may be due to the fact that women did not play an active role in the consultation and decision-making processes carried out when the EFF was implemented, which meant that their interests were not taken into account. Even in Member States where women’s organisations (concerned with general gender equality issues) played a role in drawing up strategic plans and operational programmes, they wielded no real influence due to their lack of knowledge regarding the situation of women in the fisheries sector. However, it should be noted that women’s rights organisations were given seats on monitoring committees in only 11 Member States. The interim evaluation states that gender mainstreaming has been unsuccessful, since ‘most of the EFF programmes have not included gender mainstreaming as an objective under any of the axes’ (Ernst and Young, 2011, p. 11). Instead, the focus has merely been on a small number of specific measures or initiatives aimed at the promotion of women in the fisheries sector. The lack of data makes it impossible to evaluate the results and impacts of the various EFF programmes in terms of promoting equal opportunities, since the available indicators relate to the overall impact of the programme, for example as regards employment, with no data collected in areas such as funding for projects targeted mainly at women.

According to the interim evaluation of the EFF, Axis 2 (measures 2.1 and 2.3) has helped boost job numbers, firstly in the aquaculture sector and secondly in the seafood product processing and marketing sector. Only certain Member States provided data for the purposes of the evaluation, however, which makes it impossible to gain a broader idea of the impact of Axis 2 on female employment. For example, the evaluation states that 3 400 jobs were created in the processing industry in five Member States (Austria, the Czech Republic, Germany, Spain and Portugal), 1 341 of which were held by women (Ernst & Young, 2011). As well as the role played by the EFF in job creation, two other EFF-funded projects are worthy of note. The first, funded under Axis 3, is a training course for members of the Portuguese network Estrela do Mar, and the second is the creation of a virtual network of female-led initiatives in the fisheries sector in Spain, funded under Axis 5 and described above in the section on women’s organisations.

As noted in the introduction to this section, the promotion of equal opportunities for women and men was included as an objective under Axis 4 of the EFF. The interim evaluation of the EFF restates the EU’s commitment to this goal, but at the same time notes that the Member States do not use gender as an evaluation criteria when selecting projects. Nevertheless, Greece and Poland have introduced a rule stating that impact on female employment must be taken into account during the selection procedure. In Portugal and Sweden, a number of FLAGs have announced plans to focus on the issue of equal opportunities. FLAGs in Sweden have stated their intention to promote the participation of women in their executive committees (Ernst & Young, 2011). The promotion of equal opportunities is also one of the objectives of the Spanish FLAGs, and they hope to achieve this goal by developing female entrepreneurship and providing support for female shellfish gatherers and net menders (survey carried out among the FLAGs).

Particular consideration should be given to the key role played by FARNET in promoting gender mainstreaming among the FLAGs. It has put gender mainstreaming on the agenda of several transnational organisations, whether by organising working groups on the role of women and in particular of spouses in the fisheries sector or by inviting the main female-beneficiary projects which have received funding to give presentations during the plenary
sessions at its conferences. It has also set up a discussion forum for women in the fisheries sector on its website. All of these measures are aimed at making FLAG managers and national or local authorities more gender aware.

**Framework 1: Horizontal Issues: Equal opportunities**

<table>
<thead>
<tr>
<th>HORIZONTAL ISSUES</th>
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<tr>
<td><strong>Equal opportunities</strong></td>
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</table>

Any EU funding is required to mainstream the Commission’s policy on equal opportunities, enshrined in the EU Treaty which is also reflected in Member States legislation. This is important, not just in upholding citizens’ rights, but also in ensuring that all available talents and abilities are harnessed. The Strategy should make a clear and concise statement which lays out the strategic approach to enabling and ensuring equality of opportunity and how you propose that this will be addressed operationally. A pragmatic approach here is to adopt a suitable equal opportunities policy from one of the partners, cross checking this against the FLAG strategy and amending to demonstrate how this will be implemented operationally. This policy may be attached as an annex.

**Source:** Extract from FARNET Guide 1, *Area-based Development in EU Fisheries Areas*, 2010, p. 29

### 5.3. Results of the survey carried out among the FLAGS

In order to analyse gender mainstreaming in the FLAGS, which are a key instrument under EFF Axis 4, and as an attempt to compensate for the lack of data on the number of women holding seats on FLAG executive committees, the number of female-beneficiary projects which have been granted funding, the number of female-led projects and the budget allocated to these projects or on women’s organisations and equal opportunities, an Internet survey was carried out by the contractor among the FLAGS. The survey was funded by FARNET and DG MARE.

FARNET holds a list of 292 FLAGS, 189 of which appear to be active (webgate.ec.europa.eu), and it provided 276 addresses used for the purposes of the survey. Of this number, 227 FLAGS were contactable (valid contact address), and 111 responded to the survey, which was equivalent to a response rate of almost 50 %. Among these respondents, half of managers were female but the same was true for only 22 % of members of decision-making bodies.

Half of all respondents (55 FLAGS) provided information on project numbers and budgets. Many of the other respondents said that they were unable to answer these questions because their budgets had not yet been announced.
Table 6: Share of projects led by or targeted at women, out of a sample of 55 FLAGs

<table>
<thead>
<tr>
<th>PROJECT TYPE</th>
<th>NUMBER OF PROJECTS</th>
<th>SHARE OF TOTAL</th>
<th>AVERAGE BUDGET PER PROJECT (EUR)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FLAG projects</td>
<td>1 698</td>
<td>100%</td>
<td>90 000</td>
</tr>
<tr>
<td>Individual projects managed by women</td>
<td>185</td>
<td>11%</td>
<td>48 000</td>
</tr>
<tr>
<td>Collective projects led by women's groups</td>
<td>76</td>
<td>4.50%</td>
<td>22 000</td>
</tr>
<tr>
<td>Other projects targeted at women</td>
<td>61</td>
<td>3.50%</td>
<td>55 000</td>
</tr>
</tbody>
</table>

Source: Individual responses given to the survey

The 55 FLAGs stated that they managed 1,690 projects, with a total budget of EUR 150 million, although there was a great deal of variation between the FLAGs (Table 6). Individual projects managed by women accounted for 185 projects (11%). Collective projects led by groups of women accounted for 76 projects (4.5%), and 61 other projects included women among their targets, which meant that 19% of projects were either led by women or targeted at women. Finally, although the average budget for projects was around EUR 90,000, the average budget for individual female-led projects was EUR 48,000 and that for collective female-led projects was EUR 21,000.

A question regarding the inclusion of equal opportunities in their strategies was answered by 65 FLAGs. Of these, a total of 46 (71% of respondents) said that they had no equal opportunities strategy, even though several texts, including the FARNET Guide 1, make explicit reference to the fact that ‘any EU funding is required to mainstream the Commission’s policy on equal opportunities’, and call on FLAGs to ‘make a clear and concise statement which lays out the strategic approach to enabling and ensuring equality of opportunity and how you propose that this will be addressed operationally’.

5.4. EMFF and gender mainstreaming

The final text of the Regulation on the European Maritime and Fisheries Fund (EMFF) has not yet been adopted, and so the main aim of this paragraph is to explain the innovations in this text in relation to the EFF. These consist primarily in the use of the term ‘spouses and life partners of self-employed fishworkers’, and in particular the opportunity for these women to access the EMFF. However, a warning should be issued at this point regarding the use of the term ‘self-employed fishworkers’, since there is a risk that this will lead to confusion in Member States where fishworkers are not deemed to be self-employed and where they contribute to a fisheries-specific social insurance fund. The applicability of these provisions to spouses of self-employed workers in the aquaculture sector is also unclear.

Aside from this issue, the Regulation’s introduction of the term ‘spouse and life partner’ means that the role played by women in the fisheries sector has been granted official recognition. This will mean major changes as regards the visibility of these women and allow them to access funding for their projects and finally to play a greater role within the sector. A note of caution should be sounded in respect of the term ‘collaborating spouse’, since few countries have granted this status to women in the fisheries sector. Furthermore, there are a number of concerns that can already be identified regarding the future effectiveness of the EMFF in terms of promoting equal opportunities for women and men in this sector, based on experiences gained from the EFF and its interim evaluation (see above) which suggest that the Member States should provide more support for gender mainstreaming so that it can...
finally be given an integral place in strategic and operational plans. In order to achieve this
goal, women's organisations in Member States where such organisations exist should be
involved in decision-making processes, as they could make a particularly valuable
contribution thanks to their familiarity with the situation on the ground and act as a
mouthpiece for women’s needs. In Member States where there are no organisations of this
kind, the authorities or bodies responsible for promoting equal opportunities should be
couraged to work together with women from fishing communities. Active participation by
women’s organisations in the EFF decision-making process will not only guarantee better
awareness of women’s actual needs, but also help to boost the role play by these voluntary
organisations.

Objectives aimed at eradicating inequality between men and women will also require greater
gender awareness among the European officials in charge of the EMFF and those in charge of
the Fund at national level. The lack of such awareness at present has been made clear by
experiences gained from implementation of the EFF. Spain is perhaps the best example of a
Member State which has paid particular attention to women, at least in terms of the number
of female-beneficiary projects which have received funding (EFF Axis 4), which can be
explained by the significant role played by women within the fisheries sector in the country, in
particular in Galicia, with initiatives aimed at boosting the importance of women in the sector
having been undertaken for several decades. The European officials in charge of the EFF in
the Member States have a key role to play, and it is crucial that they believe in the principle
of equality. If they are of the opinion that women do not belong in a sector dominated by
men, there is little hope of achieving positive outcomes. Gender mainstreaming must become
a future priority if we are to succeed in finally obtaining better results in the field of gender
equality. Specific indicators should be established for this purpose, and included in the grid
used by evaluators in order to produce quantified data.

‘Networking and exchanges of experience and best practice between stakeholders, including
organisations promoting equal opportunities for women and men’ (Article 31(b) of the EMFF
(proposal) is a provision which also applies to the EFF, yet experience has shown that no
women’s organisation in the fisheries sector has ever been granted funding of this kind.
Exchanges of experience are however regarded as a priority by the AKTEA network in order to
safeguard the future of women in the fisheries sector and of the sector itself, and it is thanks
to these exchanges of experience, which have taken place outside the EFF, that the women in
certain Member States have set up their own organisations and developed diversification
activities.

Training will also help to strengthen the role played by women within fishing enterprises and
within society as a whole, since it will allow them to access or return to the labour market.
Training allows women to manage enterprises, to develop diversification activities and to find
jobs in different sectors. A job in a different economic sector gives women’s families a stable
source of revenue and reduces its dependence on fishing. In particular, it also gives women
financial independence, and therefore the promotion of training courses for women should be
a key objective for all Member States.

A solution to all these challenges could be the introduction of ex-ante gender equality
requirements for all of the European Structural and Investment Funds. These requirements,
which would also apply to the EMFF, would mean that the Member States would need to
demonstrate the existence of a gender equality strategy and mechanisms allowing such a
strategy to be implemented effectively. Furthermore, the Member States should be required
to explain how their EMFF operational plans will help to promote equality between women and
men and to include provisions which ensure gender mainstreaming in their operational plans,
including initiatives aimed at integrating this principle into the project selection and implementation procedure.

DG MARE and the other DGs are developing a gender mainstreaming guide which will be targeted at the Member States and which will need to be followed when implementing the European Structural and Investment Funds. DG MARE intends to draw up guidelines for its officials and to hold training courses to raise gender awareness when negotiating the EMFF operational plans. If these provisions are put into practice, it may be that gender mainstreaming will finally be more successful in the future Structural Funds. There is however still a need for indicators that can be used to evaluate the real impact of the Funds on women.
6. RECOMMENDATIONS

1. The quality of European statistics on levels of female employment should be improved in order to allow better identification of their role within the fisheries sector (catching, aquaculture and processing). To this end, it is firstly necessary to adopt a harmonised definition of the categories used for data collection purposes and to extend the gender breakdown obligation under the DCF to include the catching sub-sector, since this obligation only applies to the sub-sectors of aquaculture and processing under the current regulations. Secondly, there is a need for more data broken down by gender in terms of the different types of male and female employment (full time/part time) and remuneration levels.

2. Data collection obligations under the DCF should be expanded to include social indicators which make it possible to quantify contributions to enterprises by non-remunerated members of fishworkers’ families. This is vital in order to analyse how dependent these enterprises are on family work, which is mainly carried out by women. These data should be broken down by the various possible statuses such as associate, spouse, collaborator and the other possible statuses which are not necessarily remunerative.

3. Women should be guaranteed access to benefits deriving from the allocation of fishing rights. Apart from boats, the capital owned by fishering enterprises increasingly comprises intangible entitlements such as fishing rights and opportunities. These latter are often assigned by name to the fishworker or the boat, and spouses are rarely declared as co-owners of boats. Despite the contributions they make to the enterprise, spouses and life partners are thus often deprived of their rights to the value of these means of production in the event of divorce or death of a spouse. The European Union should guarantee women access to the benefits arising in connection with these entitlements in such cases. In particular, the European Union should impose the principle of co-ownership by spouses or by a spouse and a collaborating/associate partner of the rights granted to fishing enterprises.

4. The European Structural Funds should be used to support women and women’s organisations which wish to join together to form networks. This kind of support would allow women to overcome the obstacles they currently face and ensure the survival of these networks. Women’s organisations are an essential way of ensuring that women gain the self-confidence to enter the public arena, which is a prerequisite for genuine equality between women and men in this sector.

5. Women’s organisations should have easier access to decision-making structures and processes in the fisheries sector which relate to Community initiatives (RCCs for fisheries, aquaculture-related organisations, partnerships linked to the EFF or the future EMFF and FLAGs). Their participation is a measure of the awareness of women’s needs and the needs of the communities where they live.
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