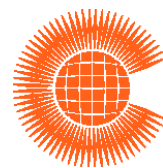


# Gender Mainstreaming in Trade and Industry

A Reference Manual for Governments  
and Other Stakeholders

Louise O'Regan Tardu



Commonwealth Secretariat

*Gender Management System Series*

Gender Management System Handbook

Using Gender-Sensitive Indicators: A Reference Manual for Governments and Other Stakeholders

Gender Mainstreaming in Development Planning: A Reference Manual for Governments and Other Stakeholders

Gender Mainstreaming in Finance: A Reference Manual for Governments and Other Stakeholders

Gender Mainstreaming in the Public Service: A Reference Manual for Governments and Other Stakeholders

Gender Mainstreaming in Education: A Reference Manual for Governments and Other Stakeholders

Gender Mainstreaming in Trade and Industry: A Reference Manual for Governments and Other Stakeholders

Gender Mainstreaming in Agriculture and Rural Development: A Reference Manual for Governments and Other Stakeholders

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A Quick Guide to Gender and Equal Employment Opportunities

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## Preface

In 1996, Commonwealth Ministers Responsible for Women's Affairs mandated the Commonwealth Secretariat to develop the concept of the Gender Management System (GMS), a comprehensive network of structures, mechanisms and processes for bringing a gender perspective to bear in the mainstream of all government policies, programmes and projects. The success of the GMS depends upon a broad-based partnership in society in which government consults and acts co-operatively with the other key stakeholders, who include civil society and the private sector. The establishment and strengthening of gender management systems and of national women's machineries was the first of 15 government action points identified in the 1995 Commonwealth Plan of Action on Gender and Development.

This reference manual has been produced to assist member governments in meeting their commitment to implementing the Plan of Action. It is hoped that it will be used by public service commissioners, policy-makers, planners and others, in conjunction with other publications relating to the particular national context.

The manual is intended to assist readers in using a GMS to mainstream gender in the Ministry of Trade and Industry of national governments. It is part of the Gender Management System Series, which provides tools and sector-specific guidelines for gender mainstreaming. This manual is intended to be used in combination with the other documents in the series, particularly the *Gender Management System Handbook*, which presents the conceptual and methodological framework of the GMS. This manual is also available in an abridged form under the title *A Quick Guide to Gender Mainstreaming in Trade and Industry*.

The development of the GMS Series has been a collaborative effort between the Commonwealth Secretariat's Gender and Youth Affairs Division and many individuals and groups. Their contributions to the thinking behind the GMS are gratefully acknowledged. In particular, I would like to thank the following: all those member governments who supported the development of the GMS and encouraged us to move the project forward; participants at the first GMS meeting in Britain in February 1997 and at the GMS Workshop in Malta in April 1998, who provided invaluable conceptual input and feedback; and the Steering Committee on the Plan of Action (SCOPA). I am also most grateful to: Louise O'Regan Tardu, who wrote the text of this manual; Daniel Woolford, Consultant Editor of the GMS publications, who edited it; and the staff of the Gender Affairs Department, Gender and Youth Affairs Division, Commonwealth Secretariat, particularly Ms Eleni Stamiris, former Director of the Division, who took the lead in formulating the GMS concept and mobilising the various stakeholders in its development, Dr Judith May-Parker who provided substantive editorial input, and Dr Rawwida Baksh-Soodeen, Project Co-ordinator of the GMS Series, who guided the project through to publication.

We hope that this resource series will be of genuine use to you in your efforts to mainstream gender.

Nancy Spence  
Director  
*Gender and Youth Affairs Division*  
Commonwealth Secretariat

## Executive Summary

Trade contributes to all aspects of economic and social development. Export trade brings in earnings from foreign exchange, while domestic commerce underpins the employment sector. However, the enormous potential contribution of women to the trade sector has rarely been fully acknowledged. When gender issues arose in development planning or assistance programmes, it was usual for immediate attention to be given to equality of social and political rights (empowerment), while mainstream economic issues were relegated to a lower priority. The vast numbers of women now in the world's wage earning workforce – 45 per cent of the world's women between the ages of 15 and 64 were economically active in 1994 (estimates of the International Labour Office) – make it unrealistic to overlook gender in economic and trade development planning. Gender equality/equity is an issue not only of social justice but also of economic efficiency.

This reference manual is directed to helping Ministries of Trade to formulate realistic strategies aimed at fostering gender equality within the government sector itself, and to help promote the greater involvement of women, and their advancement to higher managerial levels, in all aspects of the country's trade development objectives and operations. Such strategies must involve both the public and private sectors and be carried through over a number of years if success is to be achieved.

The strategy promoted by the Commonwealth for the advancement of gender equality and equity in Commonwealth countries is that of gender mainstreaming, which can be defined as the systematic and automatic addressing of gender inequalities in all aspects and activities of government. Gender mainstreaming in the trade sector entails the equal consideration and participation of women and men in every aspect of trade (in policy and decision-making, in trading operations, in access to opportunities for work, upgrading of skills and career development). It implies a change of mind-set away from traditional perceptions (by both sexes) of the capacity of women to compete with men on an equal footing in the trade environment.

Gender mainstreaming as a strategy for the advancement of equality for women reflects a shift in approach to the question. The 'women in development' approach tended to focus on small women-specific income-generating projects that were added on to mainstream development efforts. But such projects were generally not successful in improving the circumstances of large numbers of women. The 'gender and development' approach, by contrast, seeks to integrate a gender awareness into mainstream development efforts such that they address problems of gender inequality at the same time as they seek to achieve their other objectives.

However, in adopting a mainstreaming approach, it should not be assumed that there is no longer any need for women-specific activities or targeted programmes. For example, where women have been denied equal opportunity to education and training, or access to resources, or face other constraints to mobility and advancement, it is not realistic to assume that they can participate in and benefit equally from mainstreaming policies and programmes. This may require, for example, affirmative action to encourage and facilitate the acquisition by women of trade-related academic and practical skills, and to bring women staff who demonstrate the capacity and motivation up to a level where they can be equal partners/competitors with men.

Gender mainstreaming places particular emphasis on gender analysis and gender planning. Gender analysis implies the analysis, using sex-disaggregated data, of the

impact of government policies, plans and programmes on women vis-à-vis men. Gender planning involves efforts to redress gender imbalances as they may presently exist in the policies/plans and programmes, and staffing of Ministries of Trade and related agencies.

This manual is primarily oriented to gender mainstreaming within Ministries of Trade and related government agencies. However, while Ministries of Trade are mandated to establish policies and regulations concerning export, import and domestic trade, it is overwhelmingly the private sector which actually conducts trading operations. This manual therefore includes recommendations for promoting gender equality in the private sector trading community as well.

Governments will need to monitor the impact of macroeconomic growth policies and the implementation of trade development strategies, in terms of how women and men differentially participate in and benefit from such growth, with particular reference to their equal participation in decision-making and managerial functions.

The approaches, analyses and recommendations included in this manual can be applied to the following organisations and agencies:

- ◆ Ministries of Trade
- ◆ Overseas trade representation services
- ◆ Chambers of Commerce
- ◆ Export promotion boards
- ◆ Standards and certification bureaux
- ◆ Parastatal trading companies

Other bodies, such as Women in Business, manufacturers, and exporters or importers associations, though in general terms private sector, may often have a representative from the Ministry of Trade on the board and/or participate at meetings. In each country, efforts should be made to ensure that these organisations are made aware of the programmes and mandate of the Women's Affairs Ministry/Bureau, with the objective of cross-fertilisation of ideas and activities.

The Beijing Declaration and Platform of Action emanating from the Fourth World Conference on Women in 1995, to which all Commonwealth countries are signatories, agreed a number of basic principles for gender equity. The Platform for Action draws attention to several factors of particular importance to the trade sector.

The 1995 Commonwealth Plan of Action on Gender and Development proposes mainstreaming gender issues into activities of governments, specifically identifying the need for women to participate equally with men in government policy and planning.

Despite the fact that all Commonwealth countries have endorsed these policies, the gender mainstreaming principles outlined in the Beijing Declaration and in the Commonwealth Plan of Action are yet to be fully incorporated in the majority of national development plans and in strategies for their implementation and monitoring.

The UNDP's 1997 Human Development Report ranks 175 countries in a Human Development Index (HDI), in terms of life expectancy at birth, adult literacy, school enrolment ratios and Gross Domestic Product per capita. The Report also includes a gender-related development index (GDI), which uses the same indicators as the HDI, but imposes penalties where gender inequalities are found.

Of the 37 Commonwealth countries for which a GDI ranking exists, all but nine have equal or higher rankings in the GDI compared to the HDI, suggesting that,

for the most part, gender disparities are not as severe in most Commonwealth countries as they are in other parts of the world. The Report also includes a gender empowerment measure (GEM), measuring gender inequality in key areas of economic and political participation and decision-making. Of the 31 Commonwealth countries which have a GEM rank, 20 have a GEM rank that is equal to or higher than their HDI rank, suggesting that gender disparities in women's empowerment (including political and professional decision-making) are somewhat less severe in most Commonwealth countries than in others, although they are generally more severe than the gender disparities in human development.

Trade management is not traditionally an area where women have been active, and in most Ministries of Trade there is a serious gender imbalance: while general staff personnel are usually women; in the officer/cadre group they are overwhelmingly male.

Private-sector businesses and parastatal enterprises are unlikely to take up gender as a discussion subject, let alone as a priority issue, unless the Ministry of Trade is in a position to offer special incentives or other economically interesting reasons for them to favour increased recruitment of women into management level posts.

Business associations are mainly private-sector special interest groups. Often part of or under the aegis of a Chamber of Commerce (even if public sector), business associations bring together managers and/or senior officers of well-established and viable enterprises. In line with the established worldwide pattern of ownership and senior management, most participants are men and there is no evidence that such groups regularly raise gender issues in their deliberations.

While most national constitutions guarantee equal rights for men and women, legal and administrative practice does not always extend such equality to commercial operations. For the most part, gender equality is not ensured in the acquisition of business premises, in obtaining a trading licence or in the registration of a commercial enterprise. Even if such rights are guaranteed in law, they are not always ensured in practice.

Most women entrepreneurs surveyed in the preparation of this manual cited major difficulties in obtaining credits and loans. Responses in most cases put problems of credit and financing as the most pressing need.

In some countries and regions, the gender gap in education is pronounced. Analyses of curricula of secondary schools in many countries demonstrate a lack of orientation towards entrepreneurship or training for management responsibilities. Even those secondary level streams entitled 'commercial studies' are generally limited to basic bookkeeping, secretarial skills, electronic data management and other 'employee' functions. It is only rarely that secondary schools offer programmes motivating students to management or self-employment.

To assist member governments in mainstreaming gender into their activities, the Commonwealth is promoting the Gender Management System (GMS), an integrated network of structures, mechanisms and processes designed to make government more gender-aware, increase the numbers of women in decision-making roles within and outside government, facilitate the formulation of gender-sensitive policies, plans and programmes, and promote the advancement of gender equality and equity in society.

This reference manual identifies the following strategic objectives for advancing gender equality in the trade sector:

- 1 Establish the institutional arrangements for gender mainstreaming
- 2 Undertake gender analysis of existing trade policy documents, as well as those in formulation for the next planning period

- 3 Review the programme of work of the Ministry of Trade to identify areas where gender discrimination may take place
- 4 Identify current gender imbalances in the staff of the Ministry of Trade and related agencies
- 5 Undertake gender planning and training needs analysis
- 6 Carry out gender-sensitisation at all levels
- 7 Ensure that implementation of trade sector development policy is gender-sensitive
- 8 Improve interaction between the Ministry of Trade and the private sector
- 9 Monitor and evaluate the impact of gender mainstreaming and gender planning actions

In most cases, a number of specific recommendations for action are added.

Levels of gender sensitivity, economic development and industrialisation, as well as trade patterns, vary widely from country to country. Thus, to illustrate various points throughout this manual, a number of models of good practice drawn from developing Commonwealth countries are included.



# 1

## Introduction

### Gender and Trade

The essential contribution of trade to all aspects of economic and social development is clearly recognised. Trade bisects other essential developmental areas such as agriculture, processing, manufacturing and industry, services, communications and transport, health, education, rural development, and so on. Export trade brings foreign exchange earnings for essential imports while domestic commerce is a major employment sector and ensures supplies to all parts of the country.

Considerable advances have been made over the past two decades towards gender equality, particularly in the political and social spheres. However, on the economic side, serious imbalances in gender equality persist. Despite the huge numbers of women wage earners, comparatively few have yet reached senior management levels in trade policy making or trading operations. Meanwhile, in the low-paying, low-status, unskilled range of employment, for example in export processing zones, there is no shortage of women. Statistics of the World Bank, International Labour Office and others clearly show that women in such categories are not only more numerous but usually work longer hours at lower pay than their male counterparts. And women rarely have the opportunity to acquire the academic qualifications and professional skills necessary to compete with men on an equal footing, within trade as well as most other employment sectors.

The main obstacles to sustainable equality of staff in senior management roles in the trade sector, and specifically in Ministries of Trade and related government agencies, are:

- ◆ persistent traditional conceptions – by both men and women – of the role of men as directors and managers vis-à-vis the capacity and willingness of women to assume such decision-making and higher management functions;
- ◆ family obligations of women which are often not shared equally by the male partner, obligations which take up time and both physical and emotional energy;
- ◆ non-orientation of women to management roles from the secondary school level, which persists through to vocational and tertiary level training, into the job situation;
- ◆ inadequate numbers of qualified women candidates (with a solid academic background in economics and marketing, as well as first-hand practical experience in trade operations) to compete on an equal footing with men for recruitment or advancement; and
- ◆ a dearth of trade-related training opportunities limiting the possibilities for in-service skills improvement, particularly for women.

Gender equality and equity is an issue not only of social justice but also of economic efficiency. As Elson argues,

*"Gender inequalities exact costs in terms of lower output, lower development of human resource capacities, and lower levels of leisure and well being. If women enjoyed higher levels of economic empowerment, many countries could have some combination of greater output, greater human resource development, more leisure and greater well being. Gender inequality is therefore economically inefficient."*

Elson, 1996

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## Scope and Aims of This Reference Manual

This reference manual is directed to helping Ministries of Trade – through a concerted, regularly monitored cycle – to formulate realistic strategies aimed at fostering gender equality within the government sector itself, and to help promote the greater involvement of women, and their advancement to higher managerial levels, in all aspects of the country's trade development objectives and operations. Such strategies must involve both the public and private sectors and be carried through over a number of years if success is to be achieved.

This manual is primarily oriented to gender mainstreaming within Ministries of Trade and related government agencies. However, while Ministries of Trade are mandated to establish policies and regulations concerning export, import and domestic trade, it is overwhelmingly the private sector which actually conducts trading operations. This manual therefore includes recommendations for promoting gender equality in the private sector trading community as well. Throughout this manual, the phrase 'Ministry of Trade' is assumed to include Ministries of Trade, Industry and other related ministries/departments.

The approaches, analyses and recommendations included in this manual can be applied to the following organisations and agencies:

- ◆ Ministries of Trade – the main organisation responsible for determining and applying policies, strategies and regulations concerned with export, import and domestic trade;
- ◆ overseas trade representation services – commercial attachés and other staff in embassies, consulates and the like who are charged with promoting and facilitating trade on a bilateral or regional basis;
- ◆ Chambers of Commerce – in most developed countries chambers are private sector run, but in many developing countries they are fully or partly government structures, with staff recruited by and reporting to the Ministry of Trade;
- ◆ export promotion boards – public sector bodies set up to promote export of the country's products, under the aegis of the Ministry of Trade;
- ◆ standards and certification bureaux – under the aegis of the Ministry of Trade, such bureaux also have very close operational links with other ministries, such as health, agriculture, industry, fisheries, etc., as well as with the private sector; and
- ◆ parastatal trading companies – dealing in production and/or export of basic commodities or processed goods; imports of essential items, medical and educational materials; as well as in-country distribution of 'sensitive' basic supplies for which a price may be fixed by the government.

Other bodies, such as Women in Business, manufacturers, and exporters or importers associations, though in general terms private sector, may often have a representative from the Ministry of Trade on the board and/or participating at meetings. In each country, efforts should be made to ensure that these organisations are made aware of the programmes and mandate of the Women's Affairs Ministry/Bureau, with the objective of cross-fertilisation of ideas and activities.

## Gender Mainstreaming

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The strategy promoted by the Commonwealth for the advancement of gender equality and equity in Commonwealth countries is that of gender mainstreaming, which can be defined as the systematic and automatic addressing of gender inequalities in all aspects and activities of government. Gender mainstreaming in the trade sector entails the equal consideration and participation of women and men in every aspect of trade (in policy and decision-making, in trading operations, in access to opportunities for work, upgrading of skills and career development). It necessarily implies a change of mind-set away from traditional perceptions (by both sexes) of the capacity of women to compete with men on an equal footing in the trade environment.

This change of mind-set requires an understanding of the distinction between 'sex' and 'gender'. Whereas the term 'sex' refers to the biological differences between women and men, the term 'gender' describes the social differences between women and men – which are acquired from infancy, are changeable over time and have wide variations both within and across cultures. Gender roles are learned behaviours in a given society, community or other social group which condition what activities, tasks and responsibilities are perceived as male or female. Gender roles are affected by age, class, race/ethnicity, religion or other ideologies, and by the economic and political environment.

Gender mainstreaming as a strategy for the advancement of equality for women reflects a shift in approach to the question. The 'women in development' approach tended to focus on women-specific projects that were added on to mainstream development efforts. But such projects were generally not successful in improving the circumstances of large numbers of women. The 'gender and development' approach, by contrast, seeks to integrate a gender awareness into mainstream development efforts such that they address problems of gender inequality at the same time as they seek to achieve their other objectives.

However, in adopting a mainstreaming approach, it should not be assumed that there is no longer any need for women-specific activities or targeted programmes. For example, where women have been denied equal opportunity to education and training, or access to resources, or face other constraints to mobility and advancement, it is not realistic to assume that they can participate in and benefit equally from mainstreaming policies and programmes. This may require, for example, affirmative action to encourage and facilitate the acquisition by women of trade-related academic and practical skills, and to bring women staff who demonstrate the capacity and motivation up to a level where they can be equal partners/competitors with men.

## Gender Management Systems

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To assist member governments in mainstreaming gender into their activities, the Commonwealth is promoting the Gender Management System (GMS), an integrated network of structures, mechanisms and processes designed to make government more gender-aware, increase the numbers of women in decision-making roles within and outside government, facilitate the formulation of gender-sensitive policies, plans and programmes, and promote the advancement of gender equality and equity in society. A GMS is implemented primarily through the National Women's Machinery (the Gender Affairs Ministry or Women's Bureau), in collaboration with other key ministries of government, particularly Finance, Development Planning and the Public Service. It entails the development of a gender action plan and intensive

consultations among the various stakeholders, which include government ministries and departments, IGOs and NGOs, academic institutions, the private sector and the broader civil society.

Gender mainstreaming places particular emphasis on gender analysis and gender planning. Gender analysis implies the analysis, using sex-disaggregated data, of the impact of government policies, plans and programmes on women vis-à-vis men. Gender planning involves efforts to redress gender imbalances as they may presently exist in the policies/plans/programmes and staffing of Ministries of Trade and related agencies.

**Box 1**

**Gender and Economic Activity**

- ◆ 80 per cent of export sector workers are women
- ◆ women form a rising share of the total workforce
- ◆ women are prominent in the informal sector
- ◆ women's businesses form between 23 and 36 per cent of the total
- ◆ in South-East Asia, women form between 9 and 48 per cent of employers, and between 20 and 48 per cent of the self-employed
- ◆ women's businesses grow faster and create more jobs than the average business

Source: Corner, Lorraine (1999). Presentation at Commonwealth Secretariat (lunchtime lecture series). London, June 1999.

## 2

## International Mandates and Gender Disparities

### International Mandates for Gender Equality

#### The Beijing Platform for Action

The Beijing Declaration and Platform for Action emanating from the Fourth World Conference on Women in 1995, to which all Commonwealth countries are signatories, agreed a number of basic principles for gender equality and equity. The Platform for Action draws attention to several factors of particular importance to the trade sector:

*“Attitudinal obstacles inhibit women’s participation in developing economic policy and in some regions restrict the access of women and girls to education and training for economic management”.*

*“Equality of access to, and attainment of, educational qualifications is necessary if more women are to become agents of change... Investing in formal and non-formal education and training for girls and women, with its exceptionally high social and economic returns, has proved to be one of the best means of achieving sustainable development, and economic growth that is both sustained and sustainable” (para. 69).*

*“In the private sector, including transnational and national enterprises, women are largely absent from management and policy levels, denoting discriminatory hiring and promotion policies and practices... Women have increasingly become self-employed and owners and managers of micro-, small- and medium-scale enterprises... When they gain access to and control over capital, credit and other resources, technology and training, women can increase production, marketing and income for sustainable development” (para. 162).*

*“Some new employment opportunities have been created for women as a result of the globalisation of the economy... globalisation, including economic integration... can create pressures... to find new sources of employment as patterns of trade change. More analysis needs to be done of the impact of globalisation on women’s economic status” (para. 157).*

*“Women’s unemployment is a serious and increasing problem” (para. 158).*

United Nations, 1996b

The Platform for Action puts forward a wide range of strategic objectives and actions to be undertaken by signatories at the individual country level, as well as through regional co-operation and interaction. In the area of economic development and trade, the following are of particular relevance:

- ◆ promote women’s economic rights and independence, including access to employment, appropriate working conditions and control over economic resources;

- ◆ facilitate women's equal access to resources, employment, markets and trade;
- ◆ provide business services, training and access to markets, information and technology, particularly to low-income women;
- ◆ strengthen women's economic capacity and commercial networks;
- ◆ eliminate occupational segregation and all forms of employment discrimination;
- ◆ revise laws and administrative practices to ensure women's equal rights and access to economic resources;
- ◆ take measures to ensure women's equal access to and participation in power structures and decision-making; and
- ◆ improve women's access to vocational training, science and technology, and continuing education.

### **The 1995 Commonwealth Plan of Action on Gender and Development**

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The 1995 Commonwealth Plan of Action on Gender and Development proposes mainstreaming gender issues into activities of governments, specifically identifying the need for women to participate equally with men in government policy and planning.

The Plan of Action recommends 15 action points for governments to include in national gender action plans. These include:

- ◆ integrate gender issues into all national policies, plans and programmes;
- ◆ build capacity in gender planning;
- ◆ promote equal opportunities and positive and/or affirmative action throughout the country; and consult women on priorities;
- ◆ action for women's participation in decision-making;
- ◆ conduct gender policy appraisal and impact assessment on macroeconomic policies; and
- ◆ action for sustainable development, poverty alleviation and eradication of absolute poverty.

Despite the fact that all Commonwealth countries have endorsed these policies, the gender mainstreaming principles outlined in the Beijing Declaration and in the Commonwealth Plan of Action are yet to be fully incorporated in the majority of national development plans and in strategies for their implementation and monitoring.

## **Assessing Gender Disparities in Commonwealth Countries**

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### **The Human Development Index**

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The United Nations Development Programme's 1997 Human Development Report ranks 175 countries in a Human Development Index (HDI), in terms of life expectancy at birth, adult literacy, school enrolment ratios and Gross Domestic Product per capita. The report also includes a gender-related development index (GDI), which uses the same indicators as the HDI, but imposes penalties where gender inequalities are found (see Table 1).

Of the 37 Commonwealth countries for which a GDI ranking exists, all but nine have equal or higher rankings in the GDI compared to the HDI, suggesting that, for the most part, gender disparities are not as severe in most Commonwealth countries as they are in other parts of the world. However, the report confirms that no country treats its women as well as its men, and gender disparities remain in all countries, regardless of their overall HDI ranking. For example, the percentage of the total earned income earned by women in Canada (ranked first in both the GDI and the

HDI) is 37.8, with 62.2 per cent of earned income going to men. This is the same figure as in The Gambia, ranked 165 in the HDI.

The UNDP/HDR also includes a gender empowerment measure (GEM), measuring gender inequality in key areas of economic and political participation and decision-making. The figures include percentages of women holding posts of administrators and senior managers, as well as those in professional and technical positions and the percentage of women holding seats in parliament. Of the 31 Commonwealth countries which have a GEM rank, 20 have a GEM rank that is equal to or higher than their HDI rank, suggesting that gender disparities in women's empowerment (including political and professional decision-making) are somewhat less severe in most Commonwealth countries than in others, although they are generally more severe than the gender disparities in human development.

In about two-thirds of the cases, countries which had a higher (or lower) rank in the GDI than in the HDI also had a higher (or lower) rank in the GEM, indicating that where gender disparities are more pronounced at the level of human development they are in most cases also more pronounced at the level of women's empowerment.

Table 2 shows the percentage of women employed at various levels in the economy of selected Commonwealth countries. It shows that, worldwide, women hold 7 per cent of jobs at ministerial level, and only 14 per cent of posts of administrators/middle managers. Of the Commonwealth countries listed, only two (Barbados and Seychelles) attain, at ministerial level, the target of at least 30 per cent women in decision-making roles, set by Commonwealth Women's Affairs Ministers in 1996 and endorsed by Commonwealth Heads of Government in 1997.

Table 1

**Human Development Index, Gender-Related Development Index and Gender Empowerment Measure Rankings of Selected Commonwealth Countries, 1997**

Country	HDI Rank <sup>1</sup>	GDI Rank	HDI - GDI Rank <sup>2</sup>	GEM Rank	HDI - GEM Rank <sup>3</sup>
Australia	14	9	5	11	2
Bahamas	28	18	10	19	7
Bangladesh	144	128	-5	76	8
Barbados	25	17	8	14	9
Belize	63	-	-	32	13
Botswana	97	79	3	39	20
Canada	1	1	0	6	0
Cameroon	133	115	-2	65	12
Cyprus	24	33	-9	60	-38
The Gambia	165	138	0	-	-
Ghana	132	111	1	-	-
Guyana	104	91	-2	33	29
Fiji Islands	46	53	-10	68	-33
India	138	118	0	86	-6
Jamaica	83	63	8	-	-
Kenya	134	112	2	-	-
Lesotho	137	113	4	41	38
Malawi	161	133	2	80	10
Malaysia	60	45	7	48	-5
Maldives	111	94	2	67	-2
Malta	34	48	-15	-	-
Mauritius	61	54	-1	49	-5
Mozambique	166	139	0	43	48
New Zealand	9	8	1	5	3
Nigeria	141	121	0	-	-
Pakistan	139	120	-1	92	-11
Papua New Guinea	128	108	1	85	9
Sierra Leone	175	146	0	77	17
Singapore	26	27	-1	47	-23
Solomon Islands	122	-	-	72	-19
South Africa	90	71	5	22	34
Sri Lanka	91	70	7	70	-13
Swaziland	114	98	1	61	7
Tanzania	149	123	4	-	-
Trinidad & Tobago	40	32	6	17	15
Uganda	159	132	1	-	-
United Kingdom	15	13	2	20	-6
Zambia	143	122	0	71	12
Zimbabwe	129	109	1	45	30

1 This figure is based on a total of 175 countries.

2 The HDI rankings used to calculate the figures in this column are based on a total of 146 countries, the number for which GDI figures are available.

3 The HDI rankings used to calculate the figures in this column are based on a total of 94 countries, the number for which GEM figures are available.

Source: Human Development Report, 1997, New York and Oxford: United Nations Development Programme/Oxford University Press.

Table 2

### Women's Political and Economic Participation in Selected Commonwealth Countries

HDI rank	Country	Women as percentage of total				
		Administrators and managers	Professional and technical workers	Clerical and sales workers	Service workers	At ministerial level (1995)
14	Australia	43.0	25.0	19.0	77.0	13.3
28	The Bahamas	26.0	57.0	70.0	62.0	20.0
144	Bangladesh	5.0	23.0	4.0	46.0	5.0
25	Barbados	37.0	52.0	65.0	57.0	33.0
63	Belize	37.0	39.0	-	-	0.0
97	Botswana	36.0	61.0	60.0	70.0	0.0
38	Brunei Darussalaam	11.0	35.0	52.0	40.0	0.0
1	Canada	42.0	56.0	68.0	57.0	19.2
24	Cyprus	10.0	41.0	50.0	45.0	8.0
41	Dominica	36.0	57.0	-	69.0	8.0
46	Fiji Islands	10.0	45.0	38.0	48.0	9.0
165	The Gambia	16.0	24.0	-	-	22.0
132	Ghana	9.0	36.0	-	-	11.0
54	Grenada	32.0	53.0	64.0	58.0	10.0
104	Guyana	13.0	48.0	-	-	11.0
138	India	2.0	21.0	-	-	4.0
83	Jamaica	-	60.0	-	72.0	6.0
134	Kenya	-	-	-	-	0.0
137	Lesotho	33.0	57.0	59.0	68.0	7.0
161	Malawi	5.0	35.0	33.0	28.0	5.0
60	Malaysia	12.0	45.0	-	-	8.0
111	Maldives	14.0	35.0	25.0	12.0	5.0
61	Mauritius	14.0	41.0	31.0	41.0	4.0
118	Namibia	21.0	41.0	-	-	10.0
9	New Zealand	32.0	48.0	76.0	67.0	7.4
141	Nigeria	6.0	26.0	58.0	11.0	4.0
139	Pakistan	3.0	20.0	3.0	14.0	4.0
128	Papua New Guinea	12.0	30.0	-	-	0.0
52	Seychelles	29.0	58.0	59.0	59.0	31.0
175	Sierra Leone	8.0	32.0	66.0	15.0	4.0
26	Singapore	34.0	16.0	-	41.0	0.0
122	Solomon Islands	3.0	27.0	27.0	40.0	0.0
90	South Africa	17.0	47.0	-	66.0	9.0
91	Sri Lanka	17.0	25.0	22.0	38.0	13.0
49	St Kitts & Nevis	-	-	-	-	10.0
56	St Lucia	-	-	-	-	7.0
73	St Vincent	-	-	-	-	10.0
114	Swaziland	15.0	54.0	54.0	45.0	0.0
149	Tanzania	-	-	-	-	16.0
40	Trinidad & Tobago	23.0	53.0	59.0	53.0	20.0
159	Uganda	-	-	-	-	13.0
15	United Kingdom	33.0	44.0	-	-	9.1
124	Vanuatu	13.0	35.0	-	-	0.0
143	Zambia	6.9	32.0	58.0	22.0	7.0
129	Zimbabwe	15.0	40.0	34.0	30.0	3.0
	World average	14.0	39.0	-	-	7.0
	Developing countries av.	10.0	36.0			6.0
	Industrial countries av.	27.0	48.0	-	-	12.0

HDI = Human Development Index.

Source: Human Development Report, 1997.

# 3

## Gender Issues in the Trade Sector

### Overview

The rapid increase in information – press, television, advertising, the internet, and so on, means that women everywhere are being made aware of the new opportunities for personal achievement that await them. More and more young women can have access to higher levels of education and thus, better equipped for competition with their male counterparts, are breaking the chains of traditional gender roles. In many countries, the trend is for women to marry later, to practise family planning and to hold down an income-generating job, thus raising the standard of living for themselves and for their children. Trade is a sector where women role models – if still relatively rare – are often highly visible at the national level and can encourage their sisters and daughters to look to this sector for a more promising future.

However, in most countries, there are still few women in senior or even middle level management and governmental posts, and even fewer at ministerial rank. In some cases this is due to traditional perceptions of women's capacity and potential to assume senior functions but, more frequently in the trade sector, it is because women tend to be only rarely trained or have experience in business and management and, often, because national infrastructures capable of dispensing high-quality trade-related training either do not exist, are inadequate, or are inaccessible to women.

National constitutions in most countries provide for equal rights for men and women and governments of many countries have officially embraced the principle of advancing the condition of women and their equal participation in all aspects of development. However, this principle is often not translated into effective strategies to provide the necessary gender sensitisation, training and favourable environment for these opportunities to be enjoyed by women. In the trade sector, relevant national policy and development plan documents are often remarkable in the absence of any reference to gender.

Despite the fact that women now form more than 50 per cent of the population in most countries, are often the head of the household and/or sole income earner in the family, the economic viability of women's contribution to business and trade at management level has only rarely been taken into consideration in the formulation of trade development strategies or in decisions related to private sector business expansion. Further, no evidence could be found that Ministries of Trade and/or Labour have attempted to encourage private sector or parastatal enterprises to introduce gender sensitisation or gender equality considerations in employment at any level. At the same time, most employers cite serious difficulties in finding adequately qualified and motivated managerial staff of either sex.

Gender discrimination exists at all levels of the occupational hierarchy and within individual job categories. Vertical segregation involves many more factors – skills,

responsibilities, pay, status and power. Female-dominated jobs often offer less advantageous employment than jobs in which men predominate. Disadvantages exist as regards salaries, pensions, sickness benefits, types of work, hours of employment, types of employment contracts and opportunities for promotion. Lack of skills and resources means that the vast majority of women predominate in low-status, low-income work, with no prospect of advancement. Everywhere women are still paid less than men and there is no indication that this will change soon. Most women continue to earn on average about three-quarters of the male wage. Women make up nearly 70 per cent of the world's poor and more than 65 per cent of the illiterate.

The wide range of biases in society – such as unequal opportunities in education, employment and asset ownership – mean that women have fewer opportunities to attain financial security or to perform policy-making and senior management functions. Poverty accentuates gender gaps and, when adversity strikes, it is women who often are the most vulnerable.

Traditional perceptions – by both sexes – of the capacities of women still hamper their equal access to trade and management-related training, entrepreneurial development, credit and finance. Many women lack the personal confidence, as well as technical skills, experience and financial resources to enter aggressively into the business environment.

Research conducted in the context of preparing this manual also brought up the problem that in many countries surveyed there is a serious dearth of institutions offering good quality pre- or in-career training courses, for either women or men, in such subjects as business administration, management cost accounting, market research and marketing, export/import/production management, trade negotiations, export promotion, quality assurance, industrial design, packaging and related subjects. This means that, even if a public or private sector organisation wanted its personnel to upgrade their skills in these areas, the necessary training may not be available.

## Institutional Issues

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### Ministries of Trade and related bodies

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Trade management is not traditionally an area where women have been active, and in most Ministries of Trade there is a serious gender imbalance: while clerical and administrative staff personnel are usually women; in the officer/cadre group they are overwhelmingly male.

Investigations conducted in the context of preparing this manual demonstrate that, in most cases, no gender sensitisation training or gender mainstreaming orientation sessions had been held in Ministries of Trade. In fact, those interviewed were often vague on the principle of gender mainstreaming as such, and knew almost nothing of the various international declarations and plans of action which had been endorsed by their respective governments. Thus, though most of those consulted were conscious of gender imbalance in officer/cadre posts and of the general principle of encouraging the identification of qualified potential women candidates, they were uninformed on whether or not more specific actions had been taken to redress imbalances.

In filling vacancies for officer/cadre posts, it is common for the government personnel office to identify potential candidates for subsequent selection by the ministry concerned. For junior posts in this category, recruitment is generally directly from university of first level degree graduates with no prior work experience. Since a

number of countries cannot yet offer secondary, tertiary or specialised higher level degrees in business administration, nor specialised trade management studies (either pre- or in-career levels), graduates recruited to Ministries of Trade have often only a generalised economics degree with maybe one or two courses in marketing and accounting and little, if any, first-hand experience in export, import or domestic trade. Global statistics show that fewer women register for and finish university studies; in addition, since this age group is that in which women often marry and start a family, such junior recruits have to date usually been male.

The situation is further complicated by the fact that, after some years of being introduced to the complex aspects of trade and learning the functions of the post, incumbents are often lost to the ministry when they leave to continue advanced studies or to higher paying jobs in the private sector. For those relatively few women who have entered at the junior level, the essential requirements of child bearing and raising are often important factors hampering their further training, advancement and mobility.

In some subsidiary bodies, in particular standards bureaux, specialised qualifications in engineering, biology, chemistry and other scientific technologies are required for officer/cadre posts; as women less often opt for science subjects in university studies, they find themselves ineligible for consideration. On the other hand, for posts in Chambers of Commerce and export promotion boards, women are highly sought after, particularly in functions calling for public relations and communications skills. The problem is that the resource pool of women candidates with trade-specific academic qualifications and relevant professional experience is still very small.

The private sector, and particularly trading companies, because of their higher wages, have always attracted graduates from universities and technical colleges: this is markedly so for business administration graduates, thus further reducing the pool of both male and female candidates for service with the public sector.

### **Production and entrepreneurial sectors**

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Private-sector businesses and parastatal enterprises are unlikely to take up gender as a discussion subject, let alone as a priority issue, unless the Ministry of Trade is in a position to offer special incentives or other economically interesting reasons for them to favour increased recruitment of women into management level posts.

Most countries have adopted the equal pay principle but, as proven in statistics and other reports, not only is equal pay for equal work not assured but also, women are generally restricted to lower-paying jobs with little or no career prospects. Some rare employers (e.g., in Lesotho) have, of their own volition, attempted to redress this inequality by providing special technical and managerial training for promising women staff, with most satisfactory results, but these cases are still very exceptional.

In most countries of the world, women often predominate as owners of micro, small and medium-sized enterprises (SMEs), informal sector businesses (e.g., market stall holders), and particularly as workers in the processing and manufacturing sector in low paid, semi- or unskilled positions. The SME sector is a critical one in that it not only provides employment and brings about rural development and income distribution, but can also make a significant contribution to national export earnings. The SME sector is also the natural habitat of new women entrepreneurs as it offers a route with few barriers to entry for women who often have to harmonise their income-earning functions with traditional family responsibilities.

In most new export-oriented development enterprises, jobs are disproportionately filled by women; for example, in east and south-east Asia, women provide up to 80

per cent of the workforce in export processing zones. However, despite increased numbers of export production and marketing enterprises, both inside and outside export processing zones, and which have without doubt benefited women's access to paid employment, relatively few women entrepreneurs have emerged; also, few of the women employed in these large-scale industrial enterprises have advanced to even junior management positions.

As part of its preparations for the Beijing conference, the International Trade Centre (ITC) launched a worldwide survey for the purpose of ascertaining information on the numbers of women's enterprises engaged in international trade in each country and what are perceived as the major obstacles to expansion of their businesses. Among the responses, it was noted that there was a need for assistance in the following areas:

- ◆ assistance from national organisations or government departments promoting foreign trade;
- ◆ access to credit and financing;
- ◆ product design, including improvement of design;
- ◆ market development;
- ◆ export management and marketing;
- ◆ market research;
- ◆ export procedures;
- ◆ financing and access to credit;
- ◆ costing and pricing;
- ◆ export packaging;
- ◆ quality control;
- ◆ trade information;
- ◆ participation in trade fairs and exhibitions;
- ◆ import operations and techniques;
- ◆ import management; and
- ◆ trade-related human resource development.

Responses to this survey came from women's business associations, Chambers of Commerce and industry and similar bodies. Most women entrepreneurs cited difficulty of access to credit and financing as a major factor hampering their business success.

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## Business associations

Business associations are mainly private-sector special interest groups. Often part of, or under, the aegis of a Chamber of Commerce (even if public sector), business associations bring together managers and/or senior officers of well-established enterprises. In line with the established worldwide pattern of ownership and senior management, most participants are men and there is no evidence that such groups regularly raise gender issues in their deliberations.

An important exception is the fairly recent emergence of 'women in business' associations in many countries (for example, the Women's Chamber of Industry and Commerce and the Association of Business and Professional Women in Sri Lanka). Such associations of experienced and dynamic women entrepreneurs and managers promote the principles of networking, discussion of common issues and problems, etc.

In some cases, officials from Ministries of Trade are invited to participate at meetings of chambers, business associations and/or be members of the board. Despite expectations, unfortunately this has not necessarily proven to be a reliable conduit for serious joint public/private sector consultations on problem-solving, policy formulation or monitoring of trade development strategies.

## Legal, Administrative and Policy Issues

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### Constitutional and legal aspects of commercial operations

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While most national constitutions guarantee equal rights for women and men, legal and administrative practice does not always extend such equality to commercial operations. For example, a married woman may be denied the right to purchase land, register a company or obtain a bank loan without her husband's guarantee/co-signature (or male relative, for a single woman). Most printed forms used for such transactions presume that the demander is male (e.g., using terms such as 'wife' rather than 'spouse'). In a few countries, a wife cannot obtain a passport or travel outside the country without her husband's written approval.

These inequalities of treatment create anomalies in cases, for example, where a wife has more financial resources and/or skills than her husband; or she may have been deserted by her husband and for many years supported herself and brought up her children with no financial contribution from her spouse; or she may already be efficiently running her own enterprise. No statistics or other detailed information are available on the degree or otherwise to which such problems have been brought to the attention of Ministries of Trade; or whether action is underway to redress the situation.

### Property rights, licensing, company registration

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For the most part, gender equality is not ensured in the acquisition of business premises, in obtaining a trading licence or in the registration of a commercial enterprise. Even if such rights are guaranteed in law, they are not always ensured in practice. Another problem is that, despite espousal of the principle that 'the private sector is the motor for growth', few countries offer effective 'facilitation services', i.e., tax breaks, favourable loan conditions or other special advantages to encourage entrepreneurship. Even if services are offered, many juridical and administrative obstacles are placed in the way of new entrepreneurs – and particularly women – endeavouring to start up a business. While such problems should, in principle, be the subject of discussion between a Ministry of Trade and a Chamber of Commerce, in most of the countries surveyed for this manual it was found that such discussions had either never taken place or had dried up without any satisfactory solution being found.

At present, comparatively few women own or control land – and this handicaps them in warding off poverty for themselves and their families. Lack of access to land is especially critical for rural households that are headed by women as a result of widowhood, desertion or male migration (in Bangladesh and India, such households form some 20 per cent of all rural households). Many factors obstruct women's access to land:

- ◆ legal barriers: inheritance laws for agricultural land favour men in many communities;
- ◆ social barriers: son preference, patrilocal marriages and in some regions female-seclusion practices restrict women's ability to claim and manage land; and
- ◆ administrative barriers: under land reform and settlement schemes land is typically distributed to male heads of household.

Unequal access to land and property rights is widespread, and is frequently entrenched in law. For example, in Zimbabwe, the 1980 constitution did not guarantee women legal rights of joint ownership, and the land reform scheme considered only widowed women with dependants eligible, excluding single, deserted or divorced women.

Property rights questions normally fall within the mandate of the Lands Department

and the Ministry of Trade should promote dialogue with that office and the Chamber of Commerce to assist entrepreneurs to solve the problems identified. On the other hand, matters relating to company licensing and registration are generally under the mandate of the Ministry of Trade.

### Access to credit and financing

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Most women entrepreneurs surveyed in the course of this study cited major difficulties in obtaining credits and loans. Responses in most cases put problems of credit and financing as the most pressing need. A study of several sample cases identified the following problems:

- ◆ incorrect or incomplete forms and information presented (some women stated that they could not understand the language or expressions used in the forms);
- ◆ requirement for co-signature/guarantee by husband or male relative;
- ◆ important collateral requirements (cited as higher for women than for men);
- ◆ lack of export credit facilities; and
- ◆ unwillingness of banks to discuss loan matters with women.

In a few countries (for example, Lesotho, Swaziland) the banking sector, in collaboration with the Ministry of Trade, has endeavoured to redress the situation for export credit loans by training banking staff in techniques of advising and assisting applicants, producing loan manuals, simplifying forms, and following up applicants to monitor progress and avoid defaults. Both men and women entrepreneurs (though more of the former) have benefited from this new system and the default rate is generally low.

In many countries, banks contacted stated that the problem was not the non-availability of resources to grant loans, but rather that many entrepreneurs, and particularly women, could not meet the requirements for approval of their requests. While banks do not consider 'gender equality' as such of relevance in terms of credits and loans, it was clear that they experienced more difficulties in approving loans to women. At the same time, most stated that the default ratio for women was less than that for men.

Providing credit through specialised micro-credit institutions targeting poor families is one way to achieve more equitable access to financial services. The experiences and successes of the Grameen Bank (a non-government initiative) of Bangladesh provide a classic example. The Grameen Bank is now providing credit to more than 2 million people, mostly women, with a default rate of 2-3 per cent. Some countries have taken special action to allocate funds for loans to women entrepreneurs, even at the smallest scale. Recently the Namibian and Indian governments have set aside important percentages of investment credits specifically for women. The facilitation of savings through the postal system (e.g., in Malaysia and Singapore) gave many poor people access to finance and the services they needed to seize market opportunities. The freeing-up of financial markets from excessive regulation may be seen to have an anti-poor bias because it can increase the tendency towards a few large loans rather than many small loans. Another way to promote easier access of entrepreneurs to credit and finance is to link commercial financial markets and micro-finance institutions.

While it is true that matters concerning banking, finance and credit do not generally fall within the mandate of the Ministry of Trade as such, there is much that the Ministry can do as advocates with the financial sector on behalf of entrepreneurs. In some countries, the Ministries of Trade and Finance have joined together with the Central Bank and other financial institutions to analyse the problems raised by the private sector with a view to seeking viable solutions. The problem is rarely one of non-

availability of funds to grant credits and loans, but rather other elements surrounding consideration of applications, collateral requirements, etc. One solution may be better information and training – of both finance sector personnel and credit seekers; another may be in redesigning application forms and instruction manuals. In countries where no micro-credit facilities yet exist, the Ministry of Trade can open dialogue with other organisations with a view to setting up such schemes.

### **Trade-related human resource development: facilities and equal access to training**

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In some countries and regions, the gender gap in education is pronounced. In Pakistan, for example, 77 per cent of women are illiterate, compared with 51 per cent of men. In Zimbabwe, gender equality was achieved in primary school enrolment by 1990, but when user fees were introduced as part of a structural adjustment programme, gender bias began to re-emerge in rural areas. Analyses of the curricula of secondary schools in many countries demonstrate a lack of orientation towards entrepreneurship or training for management responsibilities. Even those secondary level streams entitled 'commercial studies' are generally limited to basic bookkeeping, secretarial skills, electronic data management and other 'employee' functions. It is only rarely that secondary schools offer programmes motivating students to management or self-employment.

In many developing countries, relatively few specialised trade training facilities exist, either at university or in-career levels. Certain exceptions are public or private sector institutions (e.g., the Indian Institute of Foreign Trade in New Delhi, the Eastern and Southern Africa Trade Promotion and Training Centre in Kenya, etc.) offering high-quality human resource development programmes in areas such as business administration, export promotion, international marketing, trade information, industrial design, packaging and quality assurance, import planning and management, etc. However, in most cases costs are relatively high and ministries/employers have proven more likely to invest their scarce training funds in male staff, not only because they are more numerous but also because women have traditionally been perceived as being less available to put in extra hours (e.g., after work) and/or having less ambition to advance to more senior managerial levels.

Another factor in this context is that there is usually a remarkable gender imbalance in the composition of teaching staff in trade-related training institutions. Despite some recent improvements, many of the pedagogical materials used are also overwhelmingly male-oriented (e.g., in videos on trade negotiations only men are shown; business communications letters are from Mr X to Mr Y, etc.).

In almost all developing Commonwealth countries, the International Trade Centre (ITC), among other organisations, has carried out in-depth trade-related training needs and capacity analyses, covering the requirements of both the public and private sectors. These analyses have put forward, to Ministries of Trade and other government bodies, recommendations for setting up and/or strengthening facilities and national capacities and, in many cases, include gender aspects regarding both trainers and trainees. Such surveys must be regularly updated to reflect present-day needs and recent developments. For a few countries, it has already been possible to allocate the necessary financial and human resources, and positive steps have been taken to implement certain recommendations, but there is still a dearth of high-quality trade training facilities in many countries.

**Box 2: Globalisation and Gender**

Globalisation impacts differently on women and men, in ways that are sometimes not understood or acknowledged. For example, the economic 'miracle' that has taken place in several countries in South-East Asia has been built to a large extent on the labour of women, especially in the export sector. With the 1998 downturn in many of these economies, the export sector collapsed and with it the employment of women. However, recovery programmes have often focused on the creation of jobs that tend to be stereotypically 'men's' jobs, so that as the recovery proceeds, women bear a disproportionate share of residual unemployment.

Some key issues:

- ◆ there is poor and incomplete data on women's role, especially in business;
- ◆ there is very little data on women's unpaid work in relation to public policy;
- ◆ economic policies may impact on women and men differently; and
- ◆ there is little policy analysis of this differential impact.

Strategies to minimise this differential impact include:

- ◆ put income directly into the hands of women;
- ◆ create jobs specifically for women;
- ◆ create income generation initiatives for women;
- ◆ create social safety nets for women;
- ◆ monitor the impact on gender relations of these strategies.

Source: Corner, Lorraine (1999). Presentation at Commonwealth Secretariat (lunchtime lecture series). London, June 1999.

## 4

## Institutional Arrangements for Gender Mainstreaming

If the gender mainstreaming and equality principles expressed in the Beijing Declaration and the 1995 Commonwealth Plan of Action on Gender and Development are to be widely understood and effectively applied by Commonwealth governments, they need to be used as inputs at all stages of the conception, implementation and monitoring of the national development plan and, more specifically, in the implementation of strategies set out in the various sectoral (ministerial) plans.

In this context, sectoral trade development policies should guide and support the expansion objectives of the private sector, which, as the 'motor for growth', is generally perceived as the driving force offering paid employment, running commercial operations, ensuring supply of consumer goods and services, and thus contributing to improving the standard of living. Strategies set by the Ministry of Trade to implement national trade policy should incorporate gender issues, linked also to priorities set by the Women's Affairs Ministry/Bureau and national gender mainstreaming objectives.

Sustainable solutions must, of necessity, go beyond the mandate of Ministries of Trade alone, and should be matters for the government as a whole, and often in partnership with the private sector. Their implementation requires a strong institutional structure, both within the Ministry of Trade and in other sectors of government. The Commonwealth approach to providing this institutional structure is through the Gender Management System.

### The Gender Management System

The Gender Management System (GMS) is an integrated network of structures, mechanisms and processes designed to make government more gender-aware, increase the numbers of women in decision-making roles within and outside government, facilitate the formulation of gender-sensitive policies, plans and programmes, and promote the advancement of gender equality in the broader civil society.

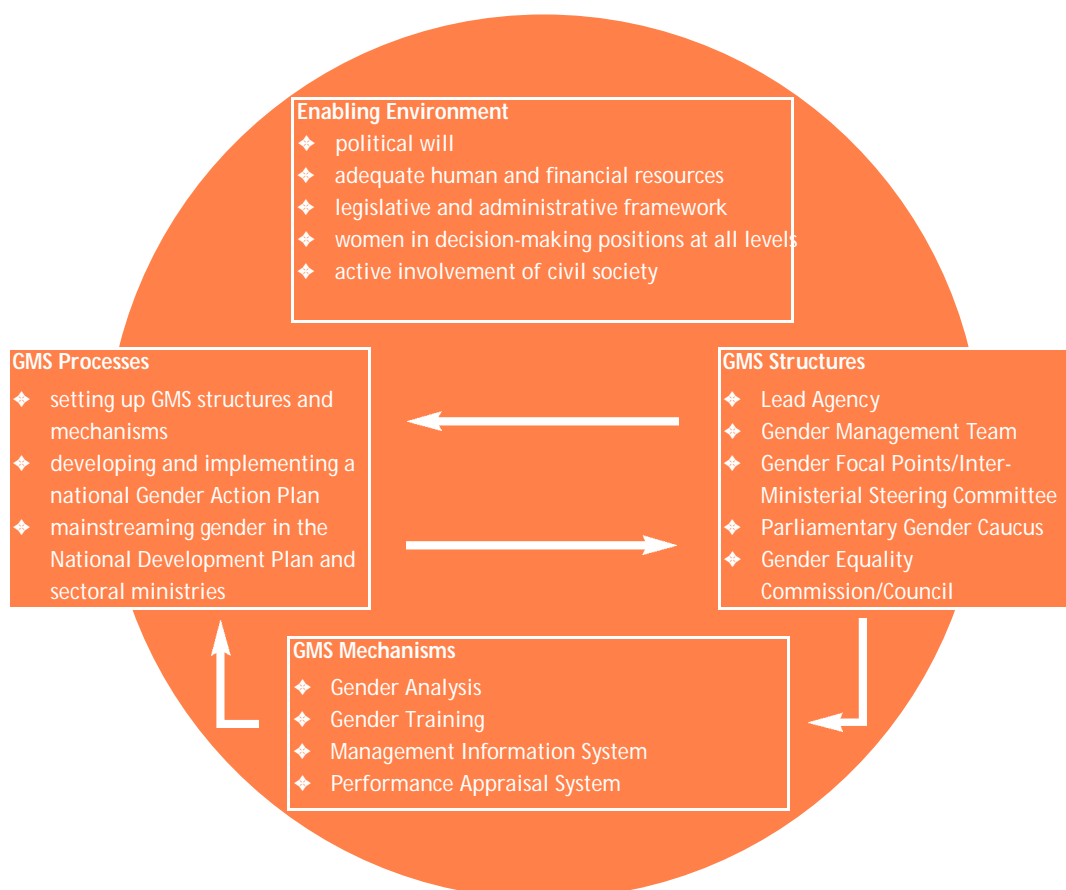
#### The enabling environment of a GMS

Establishing a Gender Management System assumes the existence of an enabling environment. There are a number of interrelated factors that determine the degree to which the environment in which the GMS is being set up does, or does not, enable effective gender mainstreaming. The enabling environment includes the following:

- ◆ political will and commitment to gender equality at the highest levels;
- ◆ global and regional mandates such as the Commonwealth Plan of Action, the Beijing Platform for Action and CEDAW;
- ◆ adequate human and financial resources;

- ◆ a legislative and constitutional framework that is conducive to advancing gender equality;
- ◆ the presence of a critical mass of women in decision-making roles;
- ◆ civil society and the role it can play in advancing gender equality; and
- ◆ donor aid and technical assistance, provided by international agencies.

Figure 1 The Gender Management System



Commonwealth Secretariat, 1999: 12

## GMS structures and functions

The structural and functional elements of the GMS can be summarised as follows:

- ◆ a **Lead Agency** (usually the Ministry of Women's Affairs or other National Women's Machinery), which initiates and strengthens the GMS institutional arrangements, provides overall leadership, co-ordination and monitoring, and carries out advocacy, communications, media relations and reporting;
- ◆ a **GMS Management Team** (consisting of representatives from the Lead Agency, core government ministries such as Finance, Development Planning, Public Service, and Legal Affairs, and a representative of civil society), which provides leadership and monitoring of the GMS, defines broad operational policies, indicators of effectiveness, and timeframes for implementation;
- ◆ **Gender Focal Points** (senior staff in core and sectoral ministries), who co-ordinate gender activities (e.g. training), promote gender mainstreaming in all activities in their respective sectors, and sit on the Inter-Ministerial Steering Committee (see below);
- ◆ an **Inter-Ministerial Steering Committee** (with representatives of the Lead Agency and Gender Focal Points of all ministries), which ensures that gender mainstreaming in government policy, planning and programmes in all sectors is

- co-ordinated and that strong linkages are established between ministries;
- ◆ a Parliamentary gender caucus (consisting of women and gender aware male parliamentarians), which carries out awareness-raising, lobbying, and promoting the participation of women in politics; and
- ◆ representatives of civil society (a Gender Equality Council/Commission, academic institutions, NGOs/professional associations, media and other stakeholders), which provide inputs to gender analysis, monitoring and evaluation (via academic institutions and NGOs), and to policy and planning (via the Gender Equality Council).

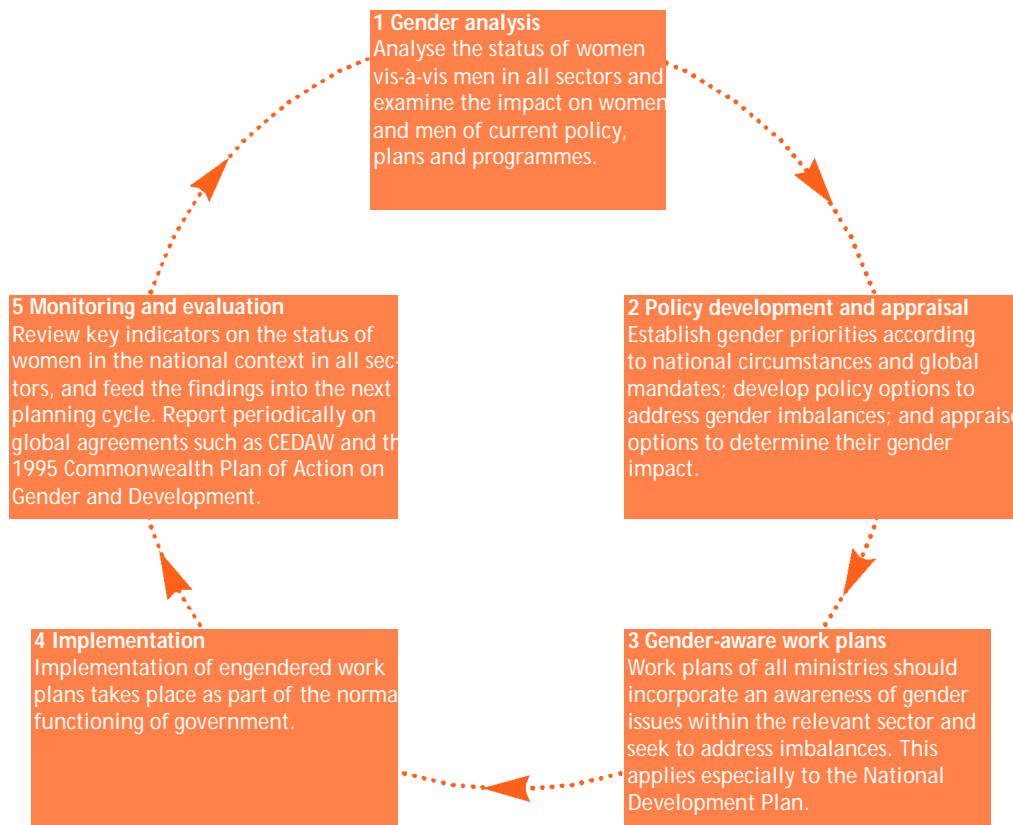
## GMS processes

The processes involved in implementing a Gender Management System include developing and implementing a national Gender Action Plan, which should include provisions for setting up or strengthening the GMS structures and mechanisms, and for engendering core ministries and sectoral policy and planning. Normally spearheaded by the Ministry of Women's Affairs, Women's Bureau or other national women's machinery, the Gender Action Plan should include specific guidelines for setting up Gender Focal Points and mainstreaming gender into the regular policy, planning and implementation cycles of the Ministry of Trade.

These cycles have five main phases, and a gender perspective needs to be integrated in each phase:

- 1 Gender analysis : this involves analysing the status of women vis-à-vis men in the sector and examining the impact on women and men of trade policy.
- 2 Policy development and appraisal: establishing gender priorities according to

Figure 2 Promoting Gender Awareness at Each Stage of the Planning Cycle



- individual national circumstances, developing policy options to address gender imbalances, and appraising options to determine their gender impact.
- 3 Gender-aware work plans: the output of policy development is a plan which should have a clearly defined gender dimension.
  - 4 Implementation: the implementation of the engendered work plan takes place as part of the normal functioning of government.
  - 5 Monitoring and Evaluation: this involves reviewing key indicators on the status of women in the national context in the sector, and feeding the findings into the next planning cycle.

Most developing countries have adopted a medium-term (three to five-year) development plan covering economic and social development objectives for the nation as a whole (usually prepared by the Ministry of Planning and Development on the basis of priorities fixed by senior government ministers and/or parliament), which is accompanied by sectoral plans (prepared by the respective ministries) for each area, such as finance, agriculture, industry, trade, health, education, communications, etc. It is usual for the sectoral developments plan to be drawn up by the ministry concerned, in collaboration with the Ministry of Planning, to carry through national plan priorities (see Vivienne Taylor, 1999, *Gender Mainstreaming in Development Planning: A Reference Manual for Governments and Other Stakeholders*).

For example, the trade sector plan will highlight those areas to be given special attention during the plan period, e.g., emphasis on trade of a particular region (urban or rural); development of particular product groups for domestic and export trade; regulation of itinerant traders; consumer protection; conditions of 'favoured nation' trading arrangements with selected countries; promotion of investments in production and marketing areas; etc. In certain cases, there may be direct links between ministries, i.e., industry and/or agriculture in connection with certain products and processes.

These sectoral plans constitute the major policy documents and guidelines for various aspects of development. In general terms, country programmes of the World Bank, United Nations Development Programme and inputs of other multilateral and bilateral technical co-operation agencies follow the same planning period and work within the context of the priorities addressed in the national sectoral plans. Gender mainstreaming entails ensuring that specific objectives in terms of quotas and human resource planning in government bodies are included in such plans, which should also set general objectives for the involvement of women in all processes of development.

The periodic study of gender issues and changes taking place in the Ministry of Trade and in the business community, as well as the strategic actions adopted in response to them, should be fed into the overall national gender mainstreaming system, matching with national objectives being monitored by the Women's Affairs Ministry/Bureau. This is particularly important, given the essential interlinkages between expansion of the trade sector and other areas of national development, for example:

- ◆ the education system and training of present and future trade operators – with emphasis on equally encouraging women and men into trade, particularly in management positions;
- ◆ industrialisation plans – development of new industries or processing plants which could offer more and better jobs to women; and
- ◆ agricultural and rural development – schemes within the mainstream plans and programmes which would open up new income generating opportunities for women – self-employed, new entrepreneurs or wage earners.

## 5

## Strategic Objectives and Recommendations for Action

In order to promote the advancement of gender equality/equity in the trade sector, the following nine strategic objectives are recommended. Governments may wish to consider which of these should have the highest priority, based on particular national circumstances. Specific action points are suggested in most cases.

### Establish the institutional arrangements for gender mainstreaming

Ideally the institutional arrangements for mainstreaming gender within the Ministry of Trade should be set up in the context of a government-wide mainstreaming initiative spearheaded by the Women's Ministry/Bureau and backed by strong political will at the highest levels. Within the Ministry of Trade, an appropriate arrangement would be an in-house gender mainstreaming group, consisting of at least four persons (ideally, two of each sex), reporting directly to the principal secretary. In smaller countries, a group of two persons may be appropriate. This composition will reinforce its role of *gender* mainstreaming (rather than 'women's rights'); if possible, its membership should be drawn from the middle and higher level ranks, since personnel at such levels will have more clout in influencing the adoption and implementation of strategies for gender equality. If a Gender Management System is being instituted, the members of this group would normally be the Gender Focal Points of the GMS.

The group would have the task of identifying, by department, areas where special attention should be given to gender mainstreaming and gender planning and monitoring actions being undertaken to ensure equality. For this purpose, a number of gender impact assessment tools are proposed in the Appendix.

### Undertake gender analysis of existing trade policy documents, as well as those in formulation for the next planning period, for example:

- ◆ ascertain the existence or otherwise of gender elements in the overall national development plan and in the sectoral policy of the Ministry of Trade;
- ◆ ascertain provisions for gender equality in the personnel policy of the Ministry of Trade and its related agencies;
- ◆ recognise the family obligations of staff with dependent children and identify the numbers of personnel involved;
- ◆ look into issues such as regulations and entitlements to maternity/paternity leave, more flexible working hours for parents, family benefits and allowance structures, etc., specifically in the context of how such obligations affect their performance and career development potential.

**Review the programme of work of the Ministry of Trade to identify areas where gender discrimination may take place, for example:**

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- ◆ the nomination of promotion review teams and conduct of their deliberations;
- ◆ the selection of participants in working groups or trade missions;
- ◆ the designation of minutes taker (secretary) at departmental meetings;
- ◆ the allocation of office space and equipment;
- ◆ the allocation of training funds or study awards;
- ◆ the reception of representatives (particularly women) from the private sector; and
- ◆ the harmonisation of work and family responsibilities for both women and men staff.

**Identify current gender imbalances in the staff of the Ministry of Trade and related agencies, for example:**

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- ◆ calculate the numbers of presently encumbered posts by department, grade and sex of the occupant, as well as the respective salaries and benefits for men and women staff at various age and functional levels (see Tool 2);
- ◆ calculate the numbers of presently unencumbered posts by department and grade and, if prospecting for candidates is in process, their analysis by comparative qualifications and sex;
- ◆ in the light of the above, set a realistic gender quota objective for officer/cadre posts to be filled for the ministry and each of its departments, bearing in mind the specific professional and academic qualifications required for the department and the functions of the respective post; and
- ◆ assess the gaps between the objective and the present staffing situation. This last assessment will result in a clear picture of exactly where, at what levels and in what numbers action may need to be taken to correct gender imbalance.

**Undertake training needs analysis**

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The introduction of gender-sensitive education and training policies, with emphasis on skills diversity and flexibility, and linked to emerging opportunities in the labour market, is recommended and endorsed by the Beijing Platform for Action. Ministries of Trade should look urgently to ways the government can promote the strengthening of institutions, and particularly those offering training in specialised trade-related subjects, to revise their curricula and to upgrade their teaching capacity to be able to respond to the need for the highly specialised training which is necessary to bring women officers/cadres to the skill levels of their male counterparts.

While this manual is not intended to cover in detail the matter of pre-career education, orientation towards business and management – for both sexes – should optimally commence in high schools and technical colleges, continuing into university studies. The training needs analysis may demonstrate lacunae in the education system, hampering the application of gender planning and mainstreaming policies in the Ministry of Trade. On this basis, it may be desirable for the Ministry of Trade to consult closely with the Ministry of Education, with a view to considering amendments to the present schools and university curricula:

- ◆ review individual qualifications and skills of women officers vis-à-vis requirements of their present posts, their potential for advancement and anticipated promotion opportunities, their own career objectives and their degree of first-hand experience and knowledge of the various aspects of trade promotion and commercial operations. This review should be undertaken as a joint action between the department chief, the human resource management chief and the officer concerned (see Tool 4);
- ◆ identify specialised trade training required by women officers to perform better in their present posts and to upgrade knowledge, skills and capacity to undertake

- more complex functions at a higher level (see Tool 5);
- ◆ identify specialised trade training institutes that can provide women officers with appropriate training, so as to increase the available pool of skilled women decision-makers at senior levels (see Tool 6);
- ◆ give due consideration to possibilities for in-service training, for example in a major trading enterprise (in the country or elsewhere), with another department or ministry or, for example, in the trade promotion centre of another country. Such training should be practical, of short duration (not more than three months for full-time courses or secondments), and be directly related to essential functions of the Ministry of Trade. On completion of such training, the officer should write a full report on subjects covered and additional skills attained and outline how it is intended to apply such training within the context of gender mainstreaming in day-to-day work (copy of this report to go also to the gender mainstreaming group);
- ◆ examine anticipated personnel movements in the ministry (new posts, reassignments, retirements, etc.) to identify those posts which could be filled by suitably qualified women officers or new women recruits (with, if necessary, specialised training being provided for this purpose), until such time as the gender quota can be met. In the event that no suitable woman candidate is identifiable within the Ministry of Trade, contacts to be made with other ministries (e.g., industry, agriculture) with similar operations. While it may be unrealistic to think that women in higher paying jobs in the business sector could easily be enticed into public service, this option should not be ignored; and
- ◆ carry out regular exchanges between the Ministry of Trade and those training institutions (public or private) seen to have the capacity to provide effective in-career trade-related training, in order to help these institutions readjust their curricula and/or obtain additional inputs so they can respond better to the specialised trade-related training needs identified, and to develop a strong national capacity to provide such training on a sustainable basis.

### Carry out gender sensitisation at all levels

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Much needs to be done to build up awareness – among both female and male staff, and particularly among policy-makers in Ministries of Trade – of the principles of gender mainstreaming. This concept is understood only vaguely and, with a few rare exceptions, has not been related to the daily on-the-job routine. Concerted actions are required to make both female and male personnel aware of the concept of gender mainstreaming, and to sensitise them to the principle of gender equality and its application in day-to-day decision-making and management operations within Ministries of Trade and related agencies. At this level, public sector officials responsible for trade matters will need sensitisation training and orientation to understand gender issues and to relinquish traditional conceptions of the respective capacities and abilities of women and men. Specific actions could include:

- ◆ undertake an assessment of perceptions by officers/cadres of gender equality, including their awareness of gender policy adopted in the Ministry of Trade, gender mainstreaming principles and how gender equality applies in daily work and career development opportunities (see Tool 7);
- ◆ assess how issues of special treatment of staff with dependent children are viewed by staff without such obligations;
- ◆ review what are perceived by senior ministry officers on the one hand, and by other levels of staff, to be the main barriers to implementation of a gender mainstreaming policy in the Ministry of Trade and its related agencies. Identify if there are any special problems presented by application of the existing gender policy (or its absence), specifically in the context of work relations between women and men and their perceptions of how these aspects affect their career prospects; and

- ◆ present the results of these assessments and conclusions on those areas where corrective actions are needed, at gender-sensitisation sessions for all officer/cadre personnel, particularly for senior staff, departmental chiefs and those responsible for recruitment and administration.

### **Ensure that implementation of trade sector development policy is gender-sensitive**

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Although the national development policy may not have a specific gender orientation, the strategies for its implementation should automatically build in such issues – and ensure regular monitoring towards achievement of these objectives.

Possible strategies include:

- ◆ promote projects which would especially favour women workers in rural and urban areas;
- ◆ fix quotas for women in managerial and decision-making functions in such projects;
- ◆ establish incentives for enterprises employing 30 per cent or more women in managerial functions and/or providing management training to women staff;
- ◆ allocate special financial grants to women to continue tertiary or in-service training in business management;
- ◆ sponsor women entrepreneurs' buyer/seller meets, etc;
- ◆ set up special business advisory services to help women entrepreneurs with day-to-day business management issues, such as accessing credit and improving product design and quality;
- ◆ set up more accessible systems of credit and loans for women in business.

### **Improve interaction between the Ministry of Trade and the private sector**

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While governments determine overall national trade policy and development objectives, it is actually the private sector which carries out almost all trade operations. Most national development plans, World Bank reports and similar documents state that the private sector should be the 'motor for growth', often without going further into strategies for effective interaction between public and private sectors for achievement of this objective.

The Ministry of Trade cannot impose the principles of gender mainstreaming and/or gender planning on the private sector. However, there are a number of areas in which the Ministry can, through incentives and other measures designed to promote women in managerial positions, promote its concerns for gender equality to the business community and, particularly, address existing problems faced by entrepreneurs and business managers, as well as their special training needs.

Interviews with private sector entrepreneurs in many countries point to the limited and ineffective communications between the public and the private sectors on trade matters and to the feeling, as expressed by many businessmen and women, that the Ministry of Trade was not responding favourably, or helpfully, to problems raised.

The Ministry of Trade can obtain from the private sector information on the major factors which are felt to be hampering business growth. On the basis of this information, the ministry can then either take necessary remedial action at ministry level or, if the problem does not fall within the ministry's mandate, initiate consultations with the services concerned (e.g., banks, finance companies, justice department, other ministries, etc.) in a systematic fashion, and maintain the dialogue with the private sector so as to monitor actions taken to overcome these problems.

The following steps can be taken:

- ◆ in collaboration with the Chamber of Commerce, the Women in Business Association and the Women's Affairs Bureau, conduct a survey to ascertain the problems perceived by the commercial sector – and most particularly by women

entrepreneurs and business managers – as hampering the expansion of their businesses (see Tool 8);

- ◆ use the results of this survey as inputs at joint consultative groups between the Ministry of Trade, the Chamber of Commerce and the respective Women in Business Association(s), etc., meeting not less than twice per annum, which would provide a forum for exchanges on those areas where problems are being experienced and, in particular, where it is felt gender equality has not been applied, with a view to seeking the advocacy of the ministry in redressing these problems; and
- ◆ conduct regular open meetings (e.g., annually) between the Ministry of Trade (with the collaboration of the Chamber of Commerce) and the business community to outline the principles of gender mainstreaming as applied within the ministry and to discuss the problem areas identified, seek logical solutions, and provide information on the actions undertaken and results achieved.

### **Monitor and evaluate the impact of gender mainstreaming and gender planning**

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The achievement of gender mainstreaming objectives within the Ministry of Trade cannot be immediate, but rather the result of careful planning and monitoring over a number of years. In the private sector, additional efforts and time may be required, but could be greatly assisted by the constant attention and supervision of the Ministry of Trade. For this reason, it is proposed that the designated gender mainstreaming group of the Ministry of Trade prepare for the principal secretary, a summary annual report outlining its objectives, actions and results attained in terms both of gender mainstreaming and of gender planning. In addition, the gender mainstreaming group may wish to approach a certain number of areas each year by subject and/or by department (see Tool 9).

## 6

## Examples of Good Practice

## Promoting Women's Entrepreneurship

## The TREAD programme in India

An example of a specifically women-oriented trade development programme is that of the Government of India's Trade-related Entrepreneurship Assistance and Development (TREAD) programme, financed by the United Nations Development Programme, directed to building the capacities of national level institutions including non-governmental organisations (NGOs) concerned with women's/gender issues, and to support product, market and grass-roots level institutional development. The programme, which was launched in early 1998, focused on four objectives, namely:

- ◆ the improvement of work skills and business proficiency of women entrepreneurs, and efficient delivery of training and trade-related services through NGOs, training institutions and trade-related agencies;
- ◆ the expansion and diversification of sales of products that are produced by women entrepreneurs with higher value-added, through concentrated product and market development and training;
- ◆ trade-related employment creation and income-generation; and
- ◆ the setting up of a national pilot network for trade information.

The TREAD programme supports the Government's National Policy Framework on Generation of Productive Employment, of which the overall objective is to create the enabling environment, skills and opportunities within non-farm sectors, for micro-enterprise, and village and small-scale industry. It places special emphasis on gender equity, particularly raising the living standards of women in the poorer segments of society. It envisages concentration on the promotion of village and small industries, in particular in product sectors and technologies which are relatively labour intensive. At the same time, the TREAD programme is directed to lifting women from the levels of lower-paid wage earners to becoming entrepreneurs and managers, and in giving them the skills, institutional support and service structures which would permit them to manage successful business operations. Thus, the target group is 45,000 women, drawn approximately 50 per cent from poor rural areas; 25 per cent from poor urban areas and the remaining 25 per cent being emerging women entrepreneurs.

## Buyer/Seller meets

This type of action is designed to bring together women producers/exporters of one country with women importers of another and thus promote commercial exchanges between the countries and help women entrepreneurs expand their contacts and build up more efficient and profitable businesses.

The first steps are to identify product groups (through detailed in-country supply studies) in which women entrepreneurs are particularly active (e.g., textiles and garments, leather

goods, cosmetics and beauty products). These are then matched against demand studies to determine import patterns and potential future business opportunities in other regions/countries. One country then offers to host a 'buyer/seller' meeting at which selected women exporters are able to display their product ranges and take up discussions with women importers, leading to future commercial exchanges. Such women's buyer/seller meets have been held in many parts of the world, but it is particularly interesting to note those held in West Africa and for countries of the Preferential Trade Area for Eastern and Southern African States, which have been highly successful.

What is remarkable about such meetings is that these women entrepreneurs had not previously known of the commercial potential in their own region – they did not have access to information on producers, prices, supply conditions or import demand. Such meetings are not only eye-openers, but lead to the realisation of contracts for sales and purchases. At these meetings advice is also available to participants in areas such as product design or adaptation, quality assurance, packaging and shipping, costing and pricing, etc.

Ministries of Trade, as well as Chambers of Commerce and Women in Business associations, have been closely involved in these actions – first in the supply and demand studies, in the selection of women entrepreneurs invited to participate and then, for the host country, in assuring local arrangements (e.g., provision of meeting, display and negotiation rooms; arranging duty-free entry of samples; providing advice on different aspects of import and export management; providing secretarial and transport services for participants), etc.

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### Women's World Banking

The Women's World Banking (WWB)<sup>1</sup> network, a non-governmental organisation (NGO) is active in many countries, but in most cases it was found to be almost unknown to women entrepreneurs; WWB's objective is to design systems to make the financial sector – and particularly banking and credit – more accessible to women. The development and commercial banks consulted did not generally inform women credit seekers of WWB.

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### Export Production Villages

The Export Production Village (EPV) is a vehicle for rural-based employment creation, poverty alleviation, the integration of women in trade development, and the role of the external trade sector in promoting women's entrepreneurship – all important elements of sustainable human development. Excepting primary commodities, exports of developing countries have been mainly urban and have particularly offered employment to city dwellers. Recognising that in many countries around 80 per cent of the population is rural (and therefore for geographic reasons normally unable to find work in new urban export processing zones), some governments have established policies to make the development of exports more relevant and meaningful, especially to poorer communities in the rural sector.

In the past, agricultural and rural cottage industry sectors supplied only domestic market needs. Although the domestic market was small and purchasing power low, so long as they could sell their output, these enterprises were content and felt no need to improve their technologies nor the quality of their products. They were also protected through both tariffs and import restrictions. Now, however, new trade policies have reduced the level of protection and liberalised commerce, meaning that these rural producers have been faced with massive competition. The only solution for them is to widen their market horizons – requiring at the same time: product adaptation or

change, the transfer of new technology, the improvement of financial and organisational structures, and management upgrading. Such transformation processes benefit the rural sector comprising women to a large extent, by exploiting its under-utilised production capacity and underemployed workforce. The strategy adopted in the EPV programme is to:

- ◆ develop a viable and commercially oriented village institution, capable of mobilising the production capacity of the small producer, and build up a new supply source of exportable products;
- ◆ link the village institution with an established exporter and encourage and support both parties to build up and sustain a meaningful business relationship; and
- ◆ assist the producers' institution in supply development, and the exporter in market development.

In general terms, countries which have consciously adopted measures to link rural development with export development have reaped considerable rewards. As a result of most EPV programmes, export earnings have increased to the benefit of the countries and their rural populations. Of more importance are the far-reaching qualitative improvements in the structures and character of the rural sector, such as the emergence of new entrepreneurs, better managerial skills, the transfer of new technology, the development of marketing abilities and the acceleration of private investment. Positive examples of the EPV concept – benefiting both women and men – can be found in Ghana, India, Sri Lanka and a number of other countries.

Another form of co-operative venture is that which has been adopted by women in Botswana, Lesotho and Swaziland, producing tapestries, rugs and similar hand-woven products for export. Each company is small, with a modest output; in addition, some owners have a limited knowledge of business English, which has hampered their efforts to find new markets and deal with potential overseas buyers. By grouping together, they can buy raw materials more economically, share promotional and publicity costs, provide the volume of products required by the buyer, and find assistance within their own group for trade negotiations and communications.

### **Export production villages: a Sri Lankan case study<sup>2</sup>**

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**Background:** In the past, the Sri Lankan export focus was on extensive tea, rubber and coconut plantations, for which a relatively sophisticated infrastructure of roads, railways and ports had been set up. There was little investment in other sectors, resulting in a dualistic economy consisting of a prosperous export-oriented plantation sector and a subsistence level rural sector. Later, efforts were made to expand the production scope (e.g., rice) in rural areas, and industrialisation in urban areas. Industrial exports subsequently exceeded those of traditional plantations, while earnings of the rural populations dwindled. Rural non-plantation production (mainly fresh agricultural products and handicrafts) was geared for the domestic market; few entered export markets without further processing or finishing in urban centres.

In the 1980s the government adopted a national policy to promote rural export development; 32 pilot EPVs were set up for the production of oilseeds and pulses, coconut fibre and palmyra products, cashew nuts, umbrella assembly, electronic components, spices, reed boxes, handloom textiles, and other products. This opened up income-generating opportunities for both women and men in rural areas, and also contributed to stemming urban drift.

**Assessment of performance:** While the villages involved in the scheme in most cases benefited from the programme, their exports have not so far made a significant contribution on a national scale. However, the value of selected exports increased

markedly, e.g., processed cashew nut earnings jumped from Rs.394,000 in 1986 to Rs.20,346,000 in 1988; for reed boxes from Rs.655,000 in 1984 to Rs.7,382,000 in 1988.

Of the 32 pilot EPVs, one-third were successful, but others encountered difficulties of limited management capability and financial mismanagement or, in the north of the country, political reasons forced their abandonment. Following the assessments of these pilot EPVs, changes were made in setting up new projects to overcome those first errors. EPVs are now scattered throughout the country. Those dealing with products involving a large number of women are making a valuable contribution to the improvement of their status in the villages. The EPV scheme has provided new employment to large numbers of women who would otherwise have been unemployed or grossly under employed, even though the employment available has not to date permitted many of them to advance to middle or senior management positions.

### Notes

- 1 WWB may be contacted at 8 West 40th Street, New York 10018, tel: 212 768.8513 or fax 212 768.8519.
- 2 For a full analysis, see *Export Production Villages: A Study of a Sri Lankan Scheme for Rural Export Development*, International Trade Centre, 1992.

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# Appendix

## Tools for gender analysis and planning

This section proposes a methodology and analytical tools for assessing the present situation within Ministries of Trade and related agencies and subsequently formulating a plan of action and conducting impact analyses on the implementation of national gender mainstreaming and planning strategies.

Application of the methodology (and related analytical tools), while specific to Ministries of Trade and related organisations, should also contribute to a unified and effective implementation of a national policy to promote gender equality and gender mainstreaming in all sectors. The methods cover the following aspects:

- ◆ gender policy in the Ministry of Trade – what critical equity indicators it addresses, to what extent are its provisions understood, followed and deemed to be effective in terms of guiding policy and strategy formulation, goals and day-to-day activities of each department and service;
- ◆ analysis of the present staffing situation – by post title, grade, title and sex – which will spotlight those areas in which there is an under-representation of either women or men, and define qualifications required for redressing inequalities;
- ◆ gender-sensitisation measures – perceptions by managers and staff of gender issues, attitudes towards women in the work environment, as well as gender sensitisation and awareness training;
- ◆ gender planning measures – review of academic and practical experience required at each level and post; in-career specialised trade training required by women to qualify for higher-level management posts; assessment of capacities of national institutions to provide the specialised trade training required; and
- ◆ interaction between the Ministry of Trade and the private sector – for the ministry to spearhead gender equality in the trade sector, methods of stimulating more effective interaction between the public and the private sectors to promote gender mainstreaming in business and commerce.

### Tool 1 Review of Trade Policy

- |  |  |
|--|--|
| Is there a national gender mainstreaming policy?                                     | Yes <input type="checkbox"/> No <input type="checkbox"/> |
| Is there a trade sector gender policy?   | Yes <input type="checkbox"/> No <input type="checkbox"/> |
| Is the trade sector gender policy published/stated?                                  | Yes <input type="checkbox"/> No <input type="checkbox"/> |
| Are gender issues included in implementation strategies for the key policy elements? | Yes <input type="checkbox"/> No <input type="checkbox"/> |

What are the main approaches cited in the gender policy?

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If the gender policy is published/stated, fill in the appropriate boxes to indicate the extent to which each of the following applies:

Category	5	4	3	2	1
Trade gender policy is clearly stated					
- is welcomed					
- is faulty (e.g., sets parameters which are not understood and/or which cannot be met)					
- is known to all officers/cadres					
- is being implemented effectively					

5 = very great extent, 4 = great extent, 3 = some extent, 2 = minimal extent, 1 = not at all

To what extent is the gender policy an effective tool in terms of guiding strategy formulation and activities at all levels of operation of various departments of the ministry and its related agencies?

Service	5	4	3	2	1
Ministry of Trade overall					
Department of Trade					
Export development					
Import monitoring					
Domestic trade					
Consumer affairs					
Trade information service					
Export promotion board					
Trade attachés service					
National Bureau of Standards					
Chamber of Commerce					
Parastatal trading organisations					
(others)					

How effective are/were mechanisms for designing, implementing, reviewing and changing the gender policy when necessary?

Service	5	4	3	2	1
Formulating gender policy					
Implementing gender policy					
Reviewing/monitoring policy					
Changing gender policy					

Which of the following critical equity indicators does the gender policy address (or should be addressed in a future policy)?

Indicators	Mentioned and addressed in detail	Mentioned and addressed, but not in detail	Mentioned but not addressed	Neither mentioned nor addressed
Recruitment procedures				
Promotion review				
Study grants/awards				
Flexible working hours				
Composition of working groups, trade missions, etc.				
Vacancy announcements				
Career development				
Salaries				
Benefits				
Advice to enterprises				
Private sector relations				
Skills improvement				

## Tool 2 Analysis of Present Staffing Situation

This tool can be used to calculate the numbers of presently encumbered posts by department, grade and sex of the occupant, as well as the respective salaries and benefits for men and women staff at various age and functional levels. It can also be used to calculate the numbers of presently unencumbered posts by department and grade and, if prospection for candidates is in process, their analysis by comparative qualifications and sex.

Post Title	Post Grade	No. of Women	No. of Men	Vacant
Minister of Trade				
Deputy/Vice Minister				
Prin./Perm. Secretary				
Director of Department				
Chief of Service				
Senior trade officers				
Trade officers				
Senior clerks				
Senior secretaries				
Clerks				
Secretaries/typists				
Other ancillary staff				

*The same basic questionnaire, amended by the appropriate titles, may be used for each trade-related organisation under the aegis of the Ministry of Trade, but for which different recruitment procedures, salary structures and benefits apply.*

### Tool 3 Analysis of Posts, Qualifications and Experience

This tool can be used to analyse the various levels of posts, the qualifications and first-hand business experience required for each, and the numbers of women and men meeting the requirements.

Post Level	Academic and Other Qualifications	Years of Relevant Experience	No. of Women Required	No. of Men Required
	Doctoral degree			
	Master's degree			
	Bachelor's degree			
	Other diplomas (specify)			
	Specialised trade certificate			
	Languages (specify)			
	Other requirements			

What problems are faced by the Ministry of Trade in recruiting:

(a) qualified women?

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(b) qualified men?

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What problems are faced in retaining:

(a) qualified women?

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(b) qualified men?

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## Tool 4 Measuring the Training Needs of Staff

The following is a list of technical and operational subject matters related to trade policy, export, import and domestic trade, for which personnel in the Ministry of Trade and related government bodies require specialised knowledge and experience.

Training Topics	Senior		Middle		Junior	
	Women	Men	Women	Men	Women	Men
Institutional infrastructure for trade						
Trade policy						
Trade promotion strategies, implementation measures						
Trade fairs and exhibitions						
Trade representation abroad						
Economic/trade co-operation						
Preferential trading systems						
Barter agreements and protocols, clearing and payments arrangements						
Legal aspects of foreign trade						
State trading						
Organisation of trade missions						
International monetary issues						
Trade and environment						
Trade terms (in coterms etc.)						
International trade agreements						
Trade information						
Market research/analysis						
Basic marketing concepts						
Export marketing strategies						
Export financing						
Export credit guarantees						
Export incentives						
Channels of distribution						
Export marketing plans						
Product development/adaptation						
Quality assurance, certification and quality marks (ISO 9000 series)						
Packaging and handling						
Cargo contracting and insurance						
Import planning						
Import sourcing and procurement						
Negotiating import terms						
Others: specify						

*In addition to those subjects (relevant to foreign trade policy and operations) mentioned above, each specific area of the mandate of the Ministry of Trade will generate its own specialised list of training topics to be covered.*

## Tool 5 Identification of Specialised Trade Training Required

This tool provides a means of identifying specialised trade training required by officers to improve their performance in the present post and to upgrade knowledge, skills and capacity to undertake more complex functions at a higher level. The form may be used for individuals as well as groups.

Staff Identification	Present Qualifications
Name:	University degree:
Post title:	Year of graduation:
	Years of experience:
Post level:	in present post:
	in ministry:
	in business/commerce:
	other related experience:
Recommendations for Further Training or Skills Development	
Short courses	In-service training/secondment:
Institution:	Company:
Title(s) of course(s)	Institution:

## Tool 6 Identification of Suitable Training Institution(s)

This tool facilitates the identification of the most suitable training institution(s) in the country/region offering the necessary courses. It provides for a review of existing or potential financial resources and the allocation of funds to cover costs for such training, with special emphasis on the needs of women entrepreneurs and women officers/cadres in the Ministry of Trade.

It is important to match the needs of individual staff, as demonstrated by Gender Tool 6, against the facilities and courses offered by existing trade-related training institutions in the country. This is specifically related to short-term, in-career training. The Ministry of Trade may wish to consider using the services of a specialist in trade-related human resource development, and to associate itself with the Ministry of Education and with the Women's Affairs Ministry/Bureau.

*Assessment of training institution(s):*

Name of the institution/centre	Full address
Names of faculty members interviewed:	Titles/positions held:
Source(s) of funding	Public ( ) Private ( )
Number of students:	Numbers of instructors/ faculty/ tutors:
women:	women:
men:	men:

Assessing the nature of in-career or extension programmes offered by the institution in the training topics identified during the past 12 months:

Title of Course	Duration	Numbers of Participants		Pass Rate	
		Women	Men	Women	Men

Assessing the quality of programmes offered by the institution:

Number and qualifications (academic and practical) of faculty members/tutors in trade and business management subjects (please give full names, age, sex and years of experience):

Are diplomas or officially recognised certificates offered for completing in-career trade-related courses?

No ( ) Yes ( ) If yes, please provide details:

Title of diploma/certificate: Title of course/programme:

Describe evaluation techniques used for these training programmes (e.g., formal examination, individual projects or other testing methods for participants; overall evaluation of effectiveness of course content and instructors by participants):

In the view of the institution(s), what are considered to be the major obstacles to development of the country's trade at the present time?

Which of these obstacles does the institution consider that its training courses can contribute to overcoming? Has the institution regularly revised its curriculum in the light of trade developments affecting the country?

Does the institution consider that it presently offers courses which respond fully to the needs of the Ministry of Trade as identified above?

If 'yes' ( ) provide details on those courses

If 'no' ( ) would the institution be interested in establishing or further expanding the scope of its trade-related training programmes? Would the institution require additional human and/or material resources? (Please specify)

Assessing the scope of the programmes offered:

<b>Target Audience for In-Career Courses</b> (please mark relevant boxes)		
<b>Affiliation</b>	<b>Women</b>	<b>Men</b>
Officials in the Ministry of Trade		
Officials in other ministries		
Chambers of Commerce		
Women in business associations		
Private sector entrepreneurs		
Business managers		
senior		
middle		
junior		
Bank, insurance, shipping officers		
Post graduate students		
Other (specify)		

**What kind of teaching materials and techniques are being used for trade-related training?** (Indicate on a scale of 1 (least) to 5 (most) the respective use and time allocated to each method):

Lectures	
Case studies	
Exercises	
Business games	
Training packs and manuals	
Closed circuit TV	
Videos	
Discussion groups	
Prepared background notes	
Guided field studies	
Individually selected work projects	
Group projects	
Role playing	
Other (please specify)	

*Please specify if any of these pedagogical materials/methods have a gender orientation – i.e., are men and women mentioned equally, etc.*

If none of the local training institutions can provide the necessary trade-related training required, and/or are unable/unprepared to build up new facilities and offerings, where would be the closest alternative?

## Tool 7 Assessment of Perceptions

This tool is designed to facilitate an assessment of perceptions by officers/cadres of gender equality, including their awareness of gender policy adopted in the Ministry of Trade, gender mainstreaming principles and how gender equality applies in daily work and career development opportunities. Using the following form, all officers can make their own individual assessments of how they perceive the ministry and its related organisations in terms of its attitude to and treatment of women.

Put an 'X' under the number which is felt to best reflect the degree of positive or negative attitude to/treatment of women within the organisation.

Positive	1	2	3	4	5	Negative
Shows confidence						Distrustful
Promotes responsibility						Downgrades capacities
Empowering						Hostile
Promotes initiative						Disregards suggestions
Respectful						Disrespectful
Builds confidence						Repressive
Encourages team work						Divisive
Invites work comments						Unwilling to listen
Nurturing						Exploitative
Friendly						Unfriendly

Identify any special problems presented by application of the existing gender policy (or its absence), specifically in the context of work relations between women and men and their perceptions of how such affects their career prospects.

Area Involved	Better for Women	Better for Men	Equal
Recognition for good work			
Promotional opportunities			
Participation in decision-making			
Freedom to use one's initiative			
Education and training opportunities			
Access to up-to-date technologies			
Opportunities to exercise leadership			
Information on policy/strategies			
Contacts with other countries/ missions			
Contacts with business community			
Advice and guidance in day-to-day work			
On-the-job challenges			
Job satisfaction			
Career development			
Allocation of support staff			
Other (specify)			

## Tool 8 Private Sector Questionnaire

This tool is designed to ascertain problems perceived by the commercial sector – particularly women entrepreneurs and business managers – as hampering the expansion of their businesses. It is particularly relevant to those businesses concerned with foreign trade.

<b>Company name:</b>			
Address: Telephone:			
Fax:			
Producer <input type="checkbox"/>	Trader <input type="checkbox"/>	Manufacturer <input type="checkbox"/>	Service provider <input type="checkbox"/>
Exporter <input type="checkbox"/>	Importer <input type="checkbox"/>	Transport agent <input type="checkbox"/>	Other (specify) <input type="checkbox"/> _____
Name of owner: f <input type="checkbox"/> m <input type="checkbox"/>			
Name of manager: f <input type="checkbox"/> m <input type="checkbox"/> Number of employees: women <input type="checkbox"/> men <input type="checkbox"/>			
What do you consider the single greatest factor hampering the growth of your business?			

Mark by priority, the areas in which your company is presently experiencing difficulties and requires assistance from the Ministry of Trade (or other government entity)

Subject	Priority 1	Priority 2	Priority 3
Market research			
Marketing techniques			
Trade negotiations			
Trade information			
Product design/improvement			
Quality assurance at production level			
ISO 9000 series rules			
Product certification			
Packaging and labelling			
Financing and access to credit			
Costing and pricing			
Export management			
Export credit guarantee/insurance			
Environmental rules for trade			
Market development planning			
Trade promotion techniques			
Trade fairs and exhibitions			
Trade regulations			
Company registration/licensing			
Physical distribution			
Transport road/air/sea			
Credits and loans			
Insurance			
Utilities (water/lighting, etc.)			
Warehousing and stock control			
Procurement of raw materials			
Import sourcing			
Import operations and techniques			

Subject	Priority 1	Priority 2	Priority 3
Training:			
domestic trade			
export development			
import management			
Other (please specify)			

## Tool 9 Monitoring the Impact of Gender Mainstreaming and Gender Planning Actions

The designated gender mainstreaming group of the Ministry of Trade should prepare a summary annual report outlining its objectives, actions and results attained in terms both of gender mainstreaming and of gender planning. Among other things, the report should detail changes in the numbers of women in decision-making roles over the previous year.

Post Title	Post Grade	No. of Women	No. of Men	Change Over Previous Year
Minister of Trade				
Deputy/Vice Minister				
Prin./Perm. Secretary				
Director of Department				
Chief of Service				
Senior trade officers				
Trade officers				
Senior clerks				
Senior secretaries				
Clerks				
Secretaries/typists				
Other ancillary staff				

In addition, the Gender Monitoring Group may wish to approach a certain number of areas each year (by subject and/or by department). For this purpose, the following methodology may be used, marking the degree (\*) of success of the actions undertaken.

Subject Area	Degree of Success Attained					
		5	4	3	2	1