

FROM DESIGN TO EVALUATION:
MAKING TRADE POLICY WORK
FOR WOMEN



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ABOUT THE PAPER

This guide offers policymakers and trade practitioners practical, step-by-step advice on how to mainstream gender concerns into the work of their trade ministries, small business ministries and trade support institutions. It presents strategies and tools to better collect and use data, engage stakeholders, leverage trade policies, identify opportunities in value chains, design and deliver action plans, and implement monitoring and evaluation frameworks.

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Foreword

Gender equality is fundamental. Without equality, economies cannot grow to their full potential. The planet cannot properly heal. Societies cannot fully rebuild.

Equality isn't a 'nice to have' in a communique or a speech. It's an all-hands-on-deck effort to transform society and create a more just society; to dig into and improve underlying structures, institutions and rules.

We now know that policies are powerful instruments to increase the participation of businesses in global value chains, and the benefits they accrue. We know that these opportunities and benefits differ for women and men.

It has taken time and many years of patient effort by a dedicated group of women and men around the world, but the tide is turning. Trade policies are finally beginning to respond to gender equality. The fact that 127 countries have joined the 2017 Buenos Aires Joint Declaration on Trade and Women's Economic Empowerment is a testament to the growing recognition that trade needs to be central to advancing women's participation in trade and achieving our collective commitments under the United Nations Sustainable Development Goal 5.

The challenge for many governments is two-fold. First, how to translate political will into practical policies and interventions. Second, how to make those interventions fit the priorities and specificities of their countries.

This publication answers that challenge. It responds to the call from policymakers for a practical guide to create policies that are more inclusive. Gender mainstreaming ensures that trade and trade-related policies promote opportunities that are more equitable rather than perpetuate inequalities.

This guide offers a tool to mainstream gender across all stages of the trade policy process, from policy design to implementation and monitoring. It presents several options beyond trade policy measures, to include organizational issues and supply-side interventions.

I would like to thank the Government of the United Kingdom for its longstanding support of the International Trade Centre's work on women and trade over the past decade and the SheTrades Initiative, which made this publication possible.

The International Trade Centre will continue to do its part by helping policymakers make their trade strategies more inclusive, through specialized toolkits, publications and online policy tools.

Our hope is that this knowledge sparks thought, commitment and action within the trade and development community. As we celebrate the Decade of Action towards the achievement of the United Nations Sustainable Development Goals, the impetus to act is clearer than ever.



Pamela Coke-Hamilton
Executive Director
International Trade Centre

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Acronyms

Unless otherwise specified, all references to dollars (\$) are to United States dollars, and all references to tons are to metric tons.

FTA	Free trade agreement
GATT	General Agreement on Tariffs and Trade
GBA+	Gender-based Analysis Plus
ITC	International Trade Centre
MSMEs	Micro, small and medium-sized enterprises
OECD	Organisation of Economic Co-operation and Development
SDGs	Sustainable Development Goals
SMEs	Small and medium-sized enterprises
TIG	Trade Impact Group
TISI	Trade and investment support institution
UNCTAD	United Nations Conference on Trade and Development
WTO	World Trade Organization



Executive summary

Advancing gender equality is no longer simply a moral concern, but an economic imperative. Evidence demonstrates that including women in the economic fabric of a country is not only good for women, but also for business. Indeed, national competitiveness and women suffer when the inverse is true.

Mainstreaming gender into trade policy opens opportunities

This guide offers policymakers and trade practitioners step-by-step advice to include gender considerations in the work of their trade ministries, small business ministries and trade support institutions. It presents five primary steps: selecting options from the policy menu, identifying opportunities in value chains, engaging and coordinating with key stakeholders, designing and delivering a gender-responsive action plan, and implementing a monitoring and evaluation framework.



STEP 1: Review the trade policy options

Ministries and trade support institutions can mainstream gender-sensitive policies into trade policy in different ways, including:

Trade policy options

- **Take advantage of policy space at the World Trade Organization.** Governments can explore areas where the WTO Agreements provide sufficient policy space to support inclusive trade – with the provision that the measure is not de facto or de jure protectionist.
- **Join the Buenos Aires Declaration on Trade and Women’s Economic Empowerment.** Governments can participate in the Trade Impact Group and the World Trade Organization’s informal working group on trade and gender meetings, submit questions to the World Trade Organization trade policy review and share best practices.

- **Harness Aid for Trade.** Governments can use Aid for Trade to make trade policy more inclusive, involve women in infrastructure projects and boost women's productive capacity.
- **Include gender in free trade agreements.** Governments can reaffirm commitments, maintain minimum standards and include practical provisions in free trade agreements to promote women in international trade.
- **Use gender impact assessments.** These help policymakers avoid ineffective policy measures, mitigate negative impacts and get the best return on their policy investments.
- **Make organizational changes.** Improve gender balance among staff, working conditions and opportunities for women and gender awareness of all staff.

Trade support options

- **Develop and promote small and medium-sized enterprises, especially those owned by women.** Ensure that strategies and priorities around value chain integration include women.
- **Leverage government procurement.** Women-owned businesses have a very small share in government procurement. Trade ministries and agencies can engage procurement agencies to develop strategies to boost the participation of women.
- **Tackle access to finance.** Address access to finance by improving competition in the financial sector, removing regulatory and legal barriers, exploring impact investment vehicles and leveraging public-private partnerships.
- **Mobilize corporate partnerships.** Governments can harness corporate supply-chain development programmes to advance women's economic empowerment.



STEP 2: Use data to shape policies

Mapping opportunities for women in value chains requires an evidence-based approach. This entails clear procedures and guidelines for evaluating the intended and unintended consequences of a change in trade or development policy.

- **Provide evidence for policymaking.** Understanding the links between trade and gender requires a systematic approach to capture women's participation in the domestic economy and international trade.
- **Map women's participation in value chains.** Unpack the role of women in the overall economy, their participation in productive sectors, and the constraints faced by women producers.
- **Understand intended and unintended impacts.** Designing a gender-inclusive policy requires an analysis of all potential impact.



STEP 3: Engage and coordinate with key stakeholders

The success of many gender-mainstreaming efforts hinges on the coordination of internal and external stakeholders.

- **Listen to women entrepreneurs and producers.** Consulting women, especially the most vulnerable and marginalized, will help ensure that trade policies, programmes and projects reflect the full extent of women's economic interests.
- **Improve intragovernmental coordination.** No single institution can address women's economic participation on its own. Therefore, vertical ministerial engagement is required for projects that traverse sectors, value chains and institutions.



STEP 4: Design and deliver a gender-responsive action plan

A clear action plan that operationalizes policy goals is necessary to mainstream gender into policy design and implementation.

- **Define strategic priorities.** Strategic priorities may vary by country, level of development and institution, but policymakers should establish overarching policy goals.
- **Prepare an action plan.** An action plan is a practical document that clearly identifies the change expected to occur, agents to implement the change, deadline for implementation and resource needs.



STEP 5: Implement a monitoring and evaluation framework

A robust monitoring and evaluation framework allows policymakers to assess activities, track results and determine whether design changes are required. This requires policy and project leaders to identify expected results, note channels and processes to achieve results, and offer indicators to monitor them.

CHAPTER 1

USING THIS GUIDE

While inclusive trade emerged only recently as a major issue, gender equity has been part of the global development agenda for the last four decades. The United Nations Convention on the Elimination of all Forms of Discrimination Against Women was signed in 1979. The Beijing Platform of Action in 1995 set 12 areas of concern to achieve gender equality.

The 2015 Sustainable Development Goals (SDGs), which replaced and expanded on the Millennium Development Goals, call for the achievement of numerous goals and targets related to gender equity.

Removing gender barriers could increase productivity by up to 25% in some national economies (World Bank, 2012). Bridging the gender gap could add an extra \$12 trillion to global gross domestic product (McKinsey Global Institute, 2015). Moreover, economies that provide opportunities for women are more likely to benefit from trade than economies that do not (International Trade Centre, 2015).

Yet significant gaps still exist between men and women in terms of ownership and management, according to numerous surveys of the International Trade Centre. Women-owned or -led businesses account for, on average, one out of every five exporters. They tend to be concentrated in certain sectors such as textiles and clothing. However, businesses that are owned or led by women appear to employ proportionally more women than those owned or led by men.

Restricted access to educational and technological opportunities for women can make it difficult for them to participate in export-oriented industries that are skills-intensive. Women are more likely to face trade-related adjustment costs as they lack access to financial resources and networks that are available to men. Women generally work longer hours, at lower occupation levels, and are subject to greater levels of sexual harassment.

The 2017 Buenos Aires Declaration on Trade and Women's Economic Empowerment marked a significant shift in global attitudes and towards inclusive trade. For the first time, 127 World Trade Organization (WTO) Members and Observers agreed to collaborate and support women's participation in the international trading system by ensuring that trade policies are gender inclusive.

Outside of the multilateral system, countries have started to include more substantive gender-centred provisions in free trade agreements – both bilateral and plurilateral. Increasingly, policymakers focus on inclusive trade to drive trade-led economic growth and promote gender equity. It is therefore imperative to develop evidence-based strategies and tools to support this objective. This guide aims to help policymakers as they mainstream gender into their trade or development policies.

Who is this guide for?

This guide is designed to help policymakers, from both developed and developing countries, ensure that trade policies and programmes are gender inclusive. It does so by providing users with a series of key gender-mainstreaming tools. The guide is accessible to a wide audience without specialist training or experience in mainstreaming gender in a trade and development context.

The guide offers guidance on how to include gender in trade negotiations, mainstream gender-responsive policies into the work of trade support institutions and successfully monitor the implementation of gender-mainstreaming efforts. As such, this guide can be useful for the entire range of trade and development policymakers and practitioners.

It has also been designed for countries at different levels of development. Readers can use the tools in this guide to create and implement truly inclusive trade and development policies in their trade and industry institutions as well as those targeting small and medium-sized enterprises (SMEs).

Box 1 What is gender mainstreaming?

Gender mainstreaming refers to an approach that integrates gender considerations across policies and projects. The United Nations Economic and Social Council Report (1997) describes gender mainstreaming as ‘the process of assessing the implications for women and men of any planned action, including legislation, policies and programmes in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic, and social spheres...’

Applying a gender-mainstreaming approach in trade policy is a way to systematically ensure that trade policy is more gender responsive and supports the achievement of national gender-equality goals.

Source: United Nations Economic and Social Council (ECOSOC), UN Economic and Social Council Resolution 1997/2: Agreed Conclusions, available at: <https://www.refworld.org/docid/4652c9fc2.html>

Structure of the guide: How to use it?

To enhance the economic empowerment of women through inclusive trade policies, policymakers should take an approach tailored to their country’s national development priorities and circumstances. Some countries already incorporate gender in their trade or aid policies, while others are starting from scratch.

Ideally, the guide would be consulted at the start of the policy formation process and used to steer initial design decisions and monitoring and evaluation approaches. However, given the long lead times associated with some aspects of policy formulation and implementation, the guide allows policymakers to adapt their own position in the policy cycle.

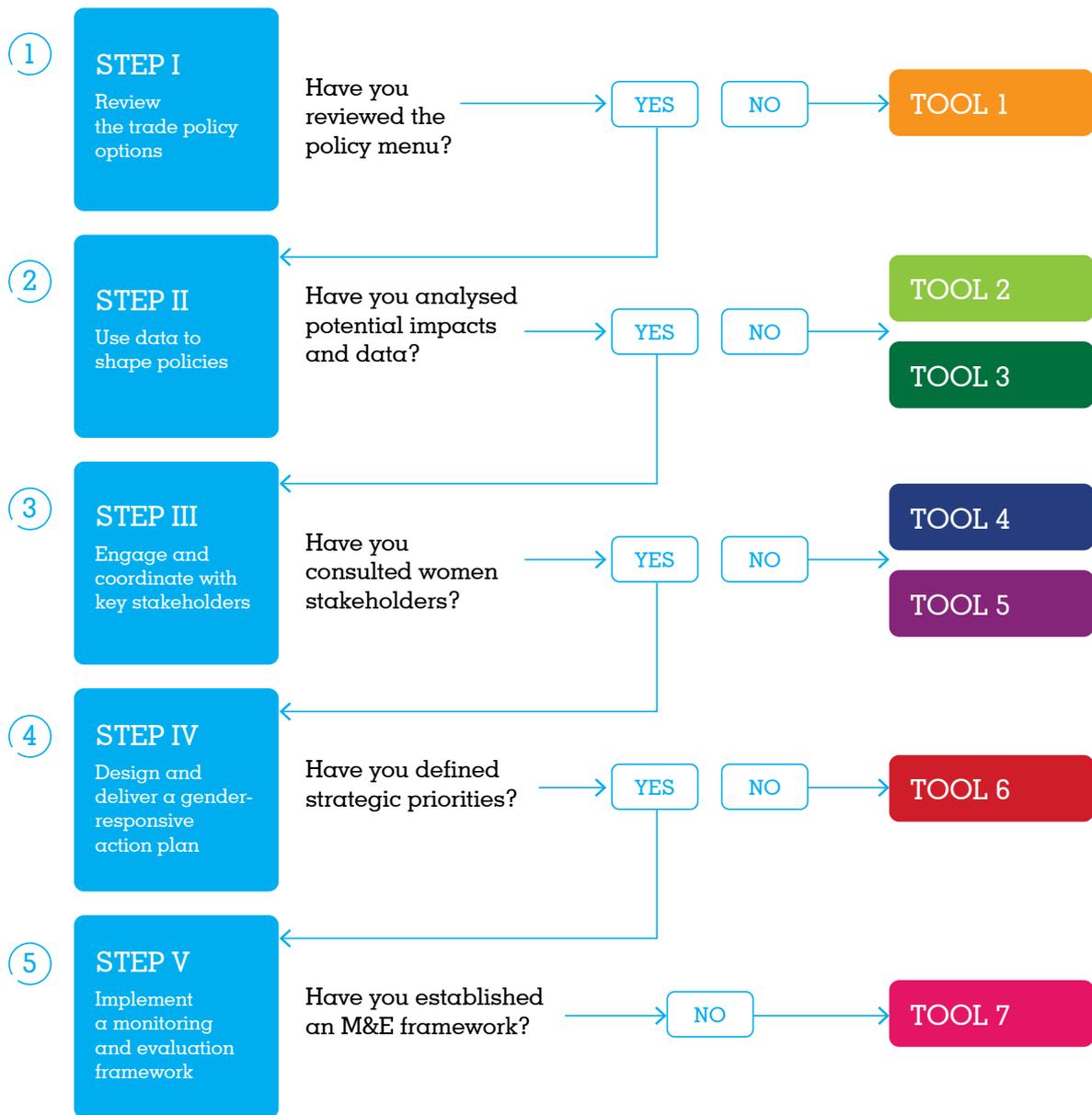
The first step for policymakers is to review the menu of options (through Tool 1). Step 2 is to map and identify opportunities for women in value chains. Tools 2 and 3 explain how to collect and analyse quantitative and qualitative data to better design gender-mainstreaming policy interventions.

The next step is to consult and engage with relevant internal and external stakeholders (Step 3). Tools 4 and 5 provide practical guidance on ways to enhance women’s participation in consultation processes and mechanisms to improve intragovernmental coordination.

Following stakeholder consultation, the next step is to set strategic priorities and create an action plan (Step 4). Tool 6 provides practical guidance on how to establish strategic priorities.

The success of the implementation of an action plans rests on the quality of monitoring and evaluation frameworks (Step 5). Tool 7 gives real-world advice on how to structure these types of frameworks.

Figure 1 Decision tree to get started



CHAPTER 2

OPTIONS FOR POLICYMAKERS

This chapter presents options for policymakers to mainstream gender in their policies and operations. The first section tackles options on trade policy – typically the domain of trade ministries. The second section provides options to enhance the participation of women in value chains through supply-side interventions – typically handled by industry or SME ministries and agencies.

TOOL 1: MENU OF POLICY OPTIONS

TRADE POLICY OPTIONS:



TRADE SUPPORT OPTIONS:



Review the trade policy options

This section provides an overview of six options – from the multilateral trading system to regional trade agreements, from Aid for Trade programmes to operational and institutional issues.

Take advantage of WTO policy space

The WTO Agreements do not refer specifically to gender considerations. This ambiguity in relation to gender-specific concerns is both an opportunity and a challenge. As WTO rules are ostensibly gender-neutral, one cannot rule out the possibility that their application may disadvantage women. As such, rules that seem neutral may disproportionately benefit men or enterprises owned or led by men. Nevertheless, this also presents a huge opportunity to implement rules in a manner that is more inclusive of women.

Article XIII of the General Agreement on Tariffs and Trade (GATT) illustrates how WTO rules can support inclusive trade. The GATT permits WTO Members to set an in-quota preference on a given good (GATT, 1986). In theory, Members can set an in-quota preference for women exporters.

As Acharya et al. (2019) notes, ‘the existing GATT rules seem to allow multiple possibilities for WTO Members to use taxes, regulations, tariffs and tariff-rate quotas (TRQs) in a manner that can bring together sustainable trade that includes women considerations’. This preliminary legal analysis suggests that, at least in certain areas, the WTO Agreements provide sufficient policy space to support inclusive trade – with the provision that the measure is not de facto or de jure protectionist (Acharya et al., 2019).

Many gender-sensitive measures could be undertaken within the context of the WTO Agreements.

Box 2 Taking advantage of WTO rules

Potential actions:

- Using the Enabling Clause to lower duties on imports of goods and services from women-owned firms in developing countries.
- Incorporating gender concerns, on the part of both donor and recipient governments, into the Trade Facilitation Agreement.
- Using the Agreement on Agriculture, under the Green Box, to provide support for women such as training, advisory services and direct payments.
- Mainstreaming gender concerns into the activities of the Standards and Trade Development Facility.
- Using the Subsidies and Countervailing Measures Agreement to provide support for women such as concessional loans and non-export contingent/domestic-over-foreign-use subsidies.
- Using government procurement, under the Government Procurement Agreement, to enhance the participation of women-owned businesses.

Source: Adapted from Acharya et al. (2019).

Support the Buenos Aires Declaration on Women and Trade

Box 3 About the International Gender Champions Trade Impact Group

The International Gender Champions is a network of more than 230 female and male leaders and decision-makers who have committed to breaking down gender barriers within their spheres of influence. Champions serve as heads of international organizations, permanent missions and civil society organizations. The International Gender Champions network has headquarters in Geneva, Nairobi, New York, The Hague and Vienna. The network comprises several ‘impact’ groups covering topics including representation, change management, trade, standards, disarmament and justice.

The network’s Trade Impact Group, co-chaired by ITC, Iceland and Botswana, was established in 2016. It brings together WTO Members and Observers as well as organizations working on issues of trade and gender to facilitate discussions and information exchange. The group has an action plan that includes the implementation of the Buenos Aires Declaration.

Source: <https://genderchampions.com/>

The Buenos Aires Joint Declaration on Trade and Women’s Economic Empowerment, adopted at the 11th WTO Ministerial Conference in December 2017, seeks to foster a more inclusive trade agenda. The declaration is a milestone for women and trade, as it is the first of its kind to bring visibility to issues of trade and gender at the WTO.

To date, 127 WTO Members and Observers have joined the Buenos Aires Declaration, sending a strong signal of their commitment to ensure that trade benefits all.

Spearheaded by the International Gender Champions Trade Impact Group, the Buenos Aires Declaration promotes awareness of the link between trade and gender, collection and analysis of gender-disaggregated data, sharing of country experiences and good practices, and provision of practical recommendations to make lasting change.

Although much work remains to be done, the Trade Impact Group (TIG) has successfully implemented the Buenos Aires Declaration. WTO Members co-organized a series of seminars on the six key topics of the declaration, gathering academics, representatives of the private sector and development practitioners to weigh in on issues including:

- 1) Gender-Based Analysis of Trade
- 2) Women in Global Value Chains
- 3) Women in Public Procurement
- 4) Women in Free Trade Agreements
- 5) Digital Inclusion
- 6) Financial Inclusion

In 2020, the Trade Impact Group (TIG) has published a report detailing its achievements. This report highlights findings from seminars, good practices and policy recommendations on each of these topics.

TIG members have also asked questions about gender at more than 20 trade policy reviews at the WTO to gather information about the situation at the national level.

Box 4 The Buenos Aires Declaration

The Buenos Aires Joint Declaration on Trade and Women's Economic Empowerment encourages WTO Members to:

- Join meetings of the TIG. Members of the group meet quarterly at the technical level and biannually.
- Submit questions on trade and gender to be included in country trade policy reviews.
- Share good practices based on their country experience as well as new findings from gender-disaggregated data on women and trade collected and analysed.
- Take action at the national level and apply good practices to their country context.
- Encourage other WTO Members to join the Buenos Aires Declaration.

Source: <https://genderchampions.com/impact/trade>

In September 2020, WTO Members established an informal working group to embed gender within the WTO. The agenda of this group includes sharing best practices and information, considering and clarifying what a 'gender lens' concept applied to international trade would entail and reviewing gender-related analytical work produced by the WTO Secretariat and the WTO Aid for Trade work programme.

Harness Aid for Trade

Data drawn from the Development Assistance Committee Gender Equality Policy Marker indicate that Aid for Trade commitments earmarked for gender quadrupled from \$3 billion in 2006–07 to \$12 billion in 2016–17 (OECD/WTO, 2019). A 2019 report by the Organisation of Economic Co-operation and Development (OECD) and the WTO shows that 78% of donors believe Aid for Trade funding can foster gender equality. Additionally, the 2019 Monitoring and Evaluation Exercise shows that 84% of donors' Aid for Trade programmes and 85% of recipient development plans include gender-equity considerations.

However, some donors do not consider gender equality to be an important objective of their Aid for Trade efforts or do not include the promotion of women's economic empowerment in their trade projects. Others have clear strategies for incorporating gender considerations into their Aid for Trade programmes. These programmes typically focus on agriculture, MSMEs or microfinance.

In contrast, there is less emphasis on designing and implementing gender-responsive strategies in the areas of transport, energy, communications, industry and finance. Less than half of recipient countries believe Aid for Trade interventions support gender-equality goals (OECD/WTO, 2019).

Despite successes in mainstreaming gender considerations into Aid for Trade objectives, there is scope for both donors and recipient countries to integrate gender equality more comprehensively into Aid for Trade investments and development programmes.

Table 1 Gender-responsive options to enhance Aid for Trade

Issue	Activity
Trade policy	<ul style="list-style-type: none"> ■ Gender awareness training and tools ■ Assistance in incorporating gender considerations into FTAs ■ Gender-sensitive customs reforms ■ Collection of gender-disaggregated data ■ Cross-border trade facilitation for women traders
Infrastructure	<ul style="list-style-type: none"> ■ Training for women in traditionally male-dominated industries, such as construction and transport ■ Involving women in both project design and implementation phases ■ Workshops on gender-responsive financial, energy and transport policies ■ Promoting women's access to information and communications infrastructure and services
Productive capacity	<ul style="list-style-type: none"> ■ Training for female entrepreneurs in sectors of export interest, such as tourism, textiles and agriculture ■ Providing grants/loans to female farmers and entrepreneurs ■ Training for women to develop supervisory and management skills in sectors of export interest and key backbone sectors, such as transportation, information and communications technology, financial services and energy

Source: Adapted from OECD/WTO (2019).

Design and draft gender-inclusive trade agreements

Free trade agreements (FTAs) are another area where countries can support inclusive trade. Traditionally, FTAs did not include specific provisions on gender. At most, they made reference in the preamble to promoting women's participation in trade and gender equality (Monteiro, 2018).

This has started to change. For example, the Chile–Uruguay FTA and Canada–Chile FTA contain separate chapters on trade and gender, while the Comprehensive and Progressive Trade Agreement for Trans-Pacific Partnership includes a specific section on women and economic growth.

Although gender-related provisions found in FTAs are heterogeneous, it is possible to distinguish three general classes of such provisions (ITC, 2019). These are (i) general reaffirmations of commitment to gender equality, (ii) protection and promotion of minimum standards and (iii) advanced gender-responsive provisions. While there is a good deal of overlap between these classes of provisions, they exist on a spectrum ranging from general and non-binding to specific and binding.

The first and most general type of provision includes reaffirmations of commitments to gender equality, including reference to the Convention on the Elimination of All Forms of Discrimination Against Women and the Universal Declaration of Human Rights. For example, the Chile–Uruguay FTA reiterates the pledge of parties to put the convention into effect. These types of provisions signal the intent of FTA parties in relation to gender equity; they are not legally enforceable.

The second type of provision typically focuses on maintaining minimum standards of gender equity through domestic policies. This type of provision either urges or requires FTA parties to achieve certain gender-equality standards. It also prohibits certain kinds of gender-based discrimination such as workplace discrimination. In certain agreements, violations of gender-related provisions can trigger retaliatory trade measures.

In addition to provisions around minimum standards and gender protection, some FTAs of this type refer to corporate social responsibility as a mechanism for promoting gender equity. Some of these provisions are more aspirational in nature, such as those found in the United States–Mexico–Canada FTA, while others, such as those found in the Canada–Chile FTA, make use of stronger language (ITC, 2020a).

The third type of provision broadly sets out practical measures to support inclusive trade and enhance women's economic participation. This often includes provisions around the right of regulation in respect to affirmative action and cooperation on trade and gender. For example, FTAs in the United States regularly include a carve-out for government procurement from women-owned businesses, while the Southern African Development Community Protocol on Gender Equity requires members to implement affirmative action policies in the areas of trade and entrepreneurship.

Provisions on cooperation on inclusive trade and gender equity are quite common and typically do not carry any legal obligations.

Generally, these types of provisions target: (i) support for employment and decent work (found in the EU–Chile Agreement), (ii) support for female entrepreneurship (found in the Canada–Chile Agreement); (iii) promotion of access to financial resources and social services for women (found in the EU–Central America agreement), (iv) enhanced technical cooperation (typically found in North–South FTAs) and (v) improvement in data collection and stakeholder engagement (found in the Canada–Israel FTA).

The following table, drawn from ITC (2020a) research on mainstreaming gender into FTAs, provides a series of policy proposals to help negotiators design and draft gender-inclusive trade agreements. The research also proposes model clauses for adoption by trade negotiators. These proposals can be adapted to take account of national development priorities, constraints and resources.

Table 2 Recommendations to design free trade agreements

No.	Recommendation	Rationale
1	Include gender equality in the preamble of a new or renegotiated agreement	The preamble of an agreement is where the aims of members are first articulated. This has both legal and symbolic value.
2	Emphasize women's access to education and skill development	Highlighting women's access to education and skills development, and moving towards specific commitments, is an important step to help women engage in the opportunities created by the trade agreement.
3	Promote research in trade and gender	Provisions centred on research can be used to encourage impact assessments of FTAs, gender-disaggregated data collection and the sharing of best practices.
4	Adopt minimum legal standard	Minimum gender-related standard provisions address wage discrimination, safeguard maternity and childcare rights, and protect women from sexual harassment.
5	Include specific gender-responsive carve-outs	Reserving the right to provide specific incentives for women-owned firms can help governments maintain the required policy space to support women-owned enterprises.
6	Include gender-responsive exception	A well-crafted general gender-equality exception can enable governments to support the economic empowerment of women and mitigate concerns about hidden trade restrictions stemming from the exception.
7	Support corporate social responsibility	FTAs can be used to incentivize firms to use corporate social responsibility to tackle gender-equality concerns.
8	Establish gender-monitoring committees	Specialized gender-monitoring committees can be used to exchange gender-relevant information, oversee implementation and address gender concerns.
9	Subject gender provisions to dispute settlement provisions	Explicitly including gender provisions in the scope of an FTA's dispute settlement mechanism ensures that countries face direct consequences for failing to meet their commitments.
10	Provide enforcement remedies	Traditional responses to breaches, such as the deferral of concessions, and innovative remedies, such as a new obligation to subsidize women's education, are ways to support compliance with gender-specific provisions.

Source: ITC.

Despite the recent interest in gender-related provisions in FTAs, information gaps remain concerning the implementation of these provisions and their impacts on women. Continued research and sharing of experiences are needed to understand how FTAs can support women's economic empowerment.

Liberalize trade through gender impact assessments

Bilateral and regional trade accords give countries an opportunity to boost economic growth and reduce poverty rates. However, the impacts stemming from trade adjustment are not homogenous and are very context specific.

For example, trade agreements can provide new markets for women exporters and, at the same time, subject female-dominated sectors to foreign competition. As such, there is a pressing need for ex-ante and ex-post gender impact assessments to guide the design of future changes in trade policy and to evaluate the impact of a given policy following its implementation.

Ex-ante assessments are important for three reasons: (i) they allow for the optimization of trade reforms to support inclusive trade, (ii) they help policymakers avoid ineffective trade policies and (iii) they enable policymakers to adjust supporting measures to mitigate potential negative effects of a given policy.

The United Nations Conference on Trade and Development (UNCTAD) has developed an innovative ex-ante Trade and Gender Toolbox (UNCTAD, 2017) that is composed of four primary steps: identifying, evaluating, monitoring and synthesizing.

The identification step provides a broad assessment of the overarching gender inequalities in an economy. The evaluation step, using quantitative techniques, estimates the effect of changes in trade policy at a sectoral level. The monitoring step provides guidance on supporting measures towards inclusive trade, as well as a framework to monitor the effects of trade policy changes on gender equity over time. The final step presents a composite indicator that measures trade openness and gender inequality over time.

Drawing on Canada's experience, Box 5 provides a practical example of an ex-ante gender assessment of a proposed FTA.

In contrast to an ex-ante assessment, which focuses on making design changes to an intervention before its implementation, an ex-post assessment unpacks the effects of a trade policy intervention after its implementation. Ex-post assessment provides insights on the impact of the intervention or direction of causality. This is done to control and improve outcomes (Sauer, 2018).

Box 5 Gender-based Analysis Plus

Recognizing the need to mainstream gender more meaningfully in its trade and development policies, the Canadian Government has committed to using a Gender-based Analysis Plus (GBA+) when designing its free trade agreements (Government of Canada, 2018). GBA+ is an analytical tool used to examine the effects of government policy on people. What makes GBA+ unique is its focus not only on gender, but also on additional intersectional characteristics such as age, level of education and socioeconomic status.

On 9 March 2018, the Canadian Government started FTA negotiations with the Mercosur trading bloc: Argentina, Brazil, Paraguay and Uruguay. Canada committed to conduct a GBA+ assessment to guide its position during the negotiations. This was the first time this approach had been used in an FTA context.

The initial GBA+ analysis included an economic impact assessment that evaluated the effects of an FTA on trade and economic growth, wages, employment, income inequality, gendered impacts, youth and SMEs. This was followed by a chapter-by-chapter assessment of all 25 chapters being negotiated by Canada and Mercosur. The Government consulted stakeholders to gather feedback and comments on the initial analysis. Canada views its GBA+ as an iterative process, given that assessments of each chapter undergo a GBA+ review as new information becomes available.

The initial economic impact assessment found that a Canada–Mercosur FTA would not only drive trade and gains in gross domestic product, but it would also generate slightly more jobs for women relative to men, increase youth employment and provide new opportunities for SMEs in both manufacturing and services. The chapter-by-chapter assessment identified opportunities to mainstream gender considerations in the negotiating text. Incorporating GBA+ analysis at the start of the FTA negotiations should assist in ensuring that the finalized agreement reflects the interests of women and underrepresented groups.

Source: Government of Canada, <https://women-gender-equality.canada.ca/en/gender-based-analysis-plus.html>

Like ex-ante assessments, ex-post assessments can incorporate both descriptive and quantitative analysis, depending on the context, availability of data and research question. An UNCTAD (2018) assessment of the effects of regional integration on women in the East African Community provides a good example of conducting an ex-post gender assessment.

Make organizational changes

Gender objectives in the organizational context can be broken down into two categories: (i) improving the gender balance among staff as well as working conditions and opportunities for women and (ii) enhancing gender awareness and gender-mainstreaming capacity of all staff in relation to their operational mandates and roles.

True gender equality cannot take place without efforts to undertake gender mainstreaming at the organizational level. This can include achieving gender equality at professional and administrative levels as well as the senior managerial level. Tokenism – symbolic appointments of women to senior positions – should be avoided as it can undermine the positions of current and aspiring women leaders.

Rather, concrete steps should be taken to address the lack of women in senior roles. This could include the adoption of a gender-parity strategy for all staff levels. The UN System-Wide Strategy on Gender Parity (2017b) offers useful guidance on how this could be accomplished.

Gender focal points can be established and tasked with advocating for women in and outside of a given trade or SME ministry. However, this is still lacking in many ministries. The mandate of senior-level gender focal points could include assisting in the policy-formulation processes, developing and implementing gender-sensitive best practices, and coordinating department-level gender focal points.

Departmental-level gender focal points could be established and authorized to provide heads of departments with support. This support could include monitoring gender targets within departments, organizing departmental training initiatives on gender sensitivity, and ensuring that gender considerations are incorporated into departmental work.

Practical steps that policymakers can consider in relation to gender focal points include the following:

1. Clarify the mandate of the focal point. This could include determining the scope and scale of areas of responsibility of focal points.
2. Provide adequate financing arrangements to support the work of gender focal points.
3. Develop a clear and digestible statement or narrative about the mandate of gender focal points.
4. Communicate the statement or narrative throughout the trade or development ministry. This is important to ensure that everyone in the ministry is aware of what the focal points are required to do and not to do, and why.
5. Remind members of the organization regularly of what they, and the gender focal points, are required to do. This will help to ensure compliance and organizational conformity to gender-equity principles.

Box 6 Training on trade and gender

The UNCTAD e-learning platform trains users on a variety of trade-related subjects including the linkages between trade and gender. The trade and gender module helps course participants understand their domestic economies from a gendered perspective, examines the impacts of trade on gender inequality and of gender inequality on competitiveness, and provides guidance on how to mainstream gender in trade policy design and implementation.

The WTO offers complimentary training through the Institute of Training and Technical Cooperation, which provides a dedicated module on gender and trade. This module focuses on the linkages between women's economic empowerment and trade and provides training on this issue in the context of WTO rules.

Source: <https://unctad.org/topic/gender-equality>; <https://www.wto.org/index.htm>

Review the trade support options

This section explains how policymakers from SME development and industry ministries and agencies can enhance the participation of women in value chains, take advantage of the opportunities offered by new production structures and boost supply-side capacity. It presents specific recommendations in the areas of export promotion and SME development, government procurement, access to finance and private sector supply chains – areas in which ministries of trade or industry/SMEs are best placed to take the lead.

Empower women through trade promotion

Alongside trade policy changes, trade promotion represents another major area to focus mainstreaming efforts. Implementation in this area is especially important to developing and least developed countries. Often, their capacity to take advantage of the opportunities of trade agreements is routinely limited by supply-side constraints rather than demand-side barriers (UNCTAD, 2018c).

Identifying effective and committed trade and investment support institutions (TISIs) – such as export promotion agencies, chambers of commerce, services sector alliances and women’s business associations – and ministries for gender equality is a critical initial step to ensure that strategic priorities around gender equality and inclusive trade are translated into action.

After identifying key TISIs, the next step is to make sure that gender concerns are incorporated in operational plans and budgets. ITC can give policymakers guidance and advice on how to strengthen existing trade support institutions as well as establish new ones and mainstream gender (ITC, 2020c).

Box 7 Case study: Women exporter programmes in Australia, Nigeria and Malaysia

Australia: The Australian Government provides basic support measures not directly targeted to women exporters, such as export market development grants and advice and educational services for exporters, as well as gender-specific initiatives. In response to declining levels of women’s participation in exporting industries, the Government established the Women in Global Business (WIGB) programme in 2010 (Austrade, 2015). WIGB is a joint initiative of federal and state and territory governments. Its overarching goal is to help Australian women engage more actively in international trade and investment by developing sustainable businesses.

WIGB assistance includes opportunities to network with other female entrepreneurs and access resources, a scholarship programme for executive education, capacity building workshops, and mentoring and advice on how to export sustainably. WIGB has experienced fast growth and high impact: 42% of women exporters are members, more than 100 women have gone through its mentoring programme, and 150 alliances with domestic and international women’s organizations have been established.

Nigeria: The Nigerian Export Promotion Council (NEPC), in partnership with the ITC SheTrades Initiative, provides numerous capacity building opportunities for women exporters. These include export training sessions and seminars, market development support through trade commissions and embassies, trade promotion services (trade fairs, rebates on travel costs, logistical support within external markets), advisory and coaching services, provision of market information, and enhancing access to financial services (facilitating contacts with financial institutions, assisting in the development of a financially viable business plan) (NEPC, 2018). While still in its infancy, the joint initiative has achieved more than \$4 million in exports, trained more than 800 women and supports 2,000 more (NEPC, 2019).

Malaysia: Like both Australia and Nigeria, Malaysia provides businesses, especially MSMEs, with several supportive measures in addition to programmes targeting women exclusively. The Malaysia External Trade Development Corporation (MATRADE) was established in 2005 with the aim of helping female entrepreneurs engage in trade in non-traditional export sectors such as chemicals and electronics.

MATRADE offers women-owned businesses a range of assistance including coaching and mentoring, marketing support, skills development, links to sources of finance and commercial intelligence (ITC, 2015). One of the unique features of the programme is its extensive domestic coverage and network: MATRADE has 42 offices in 35 cities, which allows it to deliver support to female entrepreneurs across the country. MATRADE takes a consultative approach, as consultations with women-owned businesses and women’s business associations inform programme design. MATRADE has successfully increased the number of women exporters and has seen more than 1,700 women exporters complete its programme.

Source: <https://www.shetrades.com/outlook/home>

Leverage government procurement

Government procurement is a powerful policy tool not only for fast-tracking women's economic empowerment, but also for sparking economic growth and employment creation and increasing the resilience of supply chains through diversification.

While government procurement accounts for about 20% of global gross domestic product, female entrepreneurs account for less than 1% of global government procurement (Rimmer, 2017). Barriers to the participation of women in public procurement include inadequate information about the tender processes, limited tendering skills, limited feedback on unsuccessful bids and time constraints in the development of their tender proposals.

In addition, even when women are able to access the tender process through special tenders, they may be unsuccessful due to the lack of evidence of a track record, exclusion from the list of approved suppliers and inadequate capacity to handle large volumes or compete on price alone.

Eliminating barriers to women's participation in the tender process is a necessary but not sufficient step. Additional actions, such as the implementation of policies and procedures targeted to women-owned/led businesses, are required to boost participation in public procurement markets.

Below is the ITC (2014) checklist on actions that governments could adopt to promote the participation of women in the tender process.

- ✓ Publish all procurement opportunities on a central electronic clearinghouse and disseminate the same information directly to women's business organizations.
- ✓ Streamline and standardize tender documentation and prequalification procedures across procuring entities.
- ✓ Permit women-owned businesses to prequalify for groups of contracts or certain categories of goods, works and services.
- ✓ Ensure one procuring agency can use the results of prequalification procedures conducted by another.
- ✓ Tailor the technical, financial and other qualification and prequalification requirements to the size and complexity of the procurement opportunities.
- ✓ Avoid bundling multiple requirements into one large contract.
- ✓ Allow sufficient time for firms to prepare tenders.
- ✓ Encourage the use of economically most advantageous or best value award criteria where appropriate. Caveat: The use of economically most advantageous award criteria may not be appropriate when the added discretion invites corruption or increases complexity.
- ✓ Provide meaningful feedback to unsuccessful bidders on the strengths and weaknesses of their tenders and areas for improvement.
- ✓ Implement and enforce rules regarding prompt payment of women-owned businesses at the prime and subcontract levels, and hold procuring entities and government officials accountable for the same.

The latest ITC guide on gender-inclusive public procurement, *Making Public Procurement Work for Women* (ITC, 2020b), provides practical advice on the steps necessary to design and implement a procurement programme that supports women-owned and -led firms.

Figure 2 How to design an inclusive procurement programme

Source: ITC, 2020b.

Box 8 Case study: Inclusive public procurement in Chile

Chile has implemented one of the most inclusive and accessible public tender systems in the world. Mercado Público (Public Market) is an e-marketplace, managed by ChileCompra, where companies sell goods and services – 90% of these firms are classified as MSMEs. More importantly, these firms account for 45% of public procurement transactions. This is a particularly startling figure given that the participation rate of MSMEs in the Chilean economy is only 8% (Rimmer, 2017).

In general, the Chilean public procurement system has been effective in tackling some of the constraints that limit MSME participation in public tender processes. By providing universal access to public procurement through its e-platform and eliminating requirements for participation – including requirements for minimum numbers of employees – ChileCompra has been able to boost participation rates of MSMEs in public procurement processes well above the OECD average of 17%.

In response to low levels of women's participation in the public procurement process, ChileCompra created its Sello Empresa Mujer (Women Supplier Certification) programme in 2015. This certification process helps public agencies identify women-owned and -led businesses where women make up more than 50% of the workforce.

ChileCompra has also launched a training programme for female suppliers, assisted in the creation of an association of female public procurement suppliers (the Asociación de Mujeres Empresarias Proveedores del Estado) and has initiated a mentoring programme for female suppliers. Preliminary results from these measures are positive. In 2015–16, more than 260 female suppliers received training, women's participation rates in the public procurement system increased, and procuring agencies have started to issue tenders with gender-specific criteria.

Source: <https://www.shetrades.com/outlook/home>

Tackle access to finance

The public sector plays an important role in facilitating access to finance of women and women-owned small businesses. In more than 70% of countries, SMEs cite access to finance as the single biggest obstacle to their doing business (followed by access to electricity, informality, tax rates and political instability). The International Finance Corporation estimates that there is still a \$300 billion gap worldwide in financing for women-owned small businesses, and more than 70% of women-owned SMEs have inadequate or no access to financial services.

Governments can tackle access to finance by reforming the institutional environment and providing regulatory frameworks to diversify the financial landscape, removing regulatory and legal barriers that hinder women's access to finance, exploring impact investment vehicles that incorporate blended finance approaches and creating new public-private partnerships to encourage investors to incorporate a gender lens in their investment strategies.

Policy recommendations to support a more diverse financial landscape encompass improving competition in the financial system, thereby allowing a variety of financial institutions to operate. In addition, both directed lending programmes and risk-sharing arrangements could have positive effects on SME access to finance and growth.

In terms of the gender finance gap, governments can work to remove the regulatory and legal barriers that hinder women's access to finance and participation in the economy more broadly. This includes reviewing the financial conditions for women to identify specific barriers (e.g. interest rates, registration and taxes) and reforming the business environment to make it more conducive for women.

Governments can also support the growth of gender-smart investments and help close the \$300 billion financing gap by exploring impact investment vehicles that incorporate blended finance approaches. Research demonstrates that gender-smart investing makes financial sense and that SMEs that are women-led or particularly benefit women have a great potential to grow, connect to international value chains, contribute to development outcomes and deliver strong, consistent returns to their investors.

Governments, non-governmental organizations and foundations can catalyse gender-smart investment by investing in first-loss tranches of blended finance vehicles to protect private investment in the senior tranches and provide financially attractive risk-adjusted returns. Funds, such as Care-SheTrades, enable investors to act as a catalyst for investments in the private sector, by co-financing with multilateral institutions, other international development banks and private investors.

Care-SheTrades is one of the six global funds under SDG500, a ground-breaking public-private impact investment partnership dedicated to financing the Sustainable Development Goals in emerging and frontier markets.

Governments can also leverage public-private partnerships, incentivizing investors to incorporate a gender lens in their firm's investment strategies. Partnerships can help investors overcome traditional challenges and address problems of pool of applicants, trust and volume. Partnerships can also help to bridge the missing middle financing gap between seed and growth stage, as many women-owned MSMES are too small for commercial banks and investors to serve.

Investors can be further motivated by collaborating with organizations that are already doing the work of de-risking investments by providing technical assistance, widening the pool of applicants and carrying out due diligence of women-owned businesses. ITC SheTrades Invest offers technical assistance to improve the investment readiness of women-owned firms, performs due diligence and builds a pipeline of women-owned companies that are credible and robust to de-risk potential capital for its network of 30 impact investors.

Mobilize corporate partnerships

Government partnerships with the domestic private sector provide another area of potential fruitful collaboration. Collaborating with the private sector allows governments to harness the corporate social responsibility policies of companies to advance women's economic empowerment.

Corporate procurement can be leveraged to increase the participation of MSMEs in general, and small women-owned/led firms in particular. This would support broad-based economic growth and enhance women's economic empowerment while simultaneously boosting the reputations of firms, increasing the resilience of their supply chains and improving competition among suppliers through diversification of their supply chains.

In addition to gender-inclusive procurement, large private sector actors can also provide training to underserved populations including women. For example, in many countries the financial services industry offers financial literacy programmes for women.

Specifically, policymakers can leverage corporate resources by building domestic corporate networks, facilitating collaboration between actors in those networks and providing actors with frameworks and protocols to guide corporate contributions. The United Nations Women's Empowerment Principles provide guidance on how corporate actors can support gender equality and women's economic empowerment. The ITC SheTrades Initiative provides a platform for public-private sector partnerships to improve women-owned businesses and producers' access to skills, networks and finance.

Developing corporate partnerships requires providing enough time to develop mutual trust, reaching consensus on common goals (such as improved participation of women-owned businesses or a greater share of goods being sourced from MSMEs), identifying champions for particular ideas, initiatives or activities, and establishing clear protocols for handling conflicts when they arise.

From the perspective of the private sector, government initiatives around value chain integration, MSME support or inclusive growth are often opaque. This tends to result in antipathy or, at worst, mistrust. Dialogues and meetings between the private sector and government in a multi-stakeholder format can help reduce information asymmetries and uncover new opportunities for collaboration.

The collection of data and the provision of frameworks and guidelines to corporate actors can play an important role in aligning incentives. Securing buy-in from senior corporate managers often requires the development of a convincing business case.

Once a business case has been developed, measures to augment corporate capacity and commitment to women's economic empowerment can be put in place. As an illustrative example, a general set of best practice guidelines on supporting corporations as they develop their supplier diversity programmes is provided below.

Investment and trade promotion agencies can play an important role in boosting competitiveness and creating inclusive supply chains. These agencies can be used to attract foreign investors and develop local businesses. Typically, they do this by providing investors with information on the relative advantages of their countries and helping to address information asymmetries.

In addition to addressing local competence gaps, increasing employment and raising tax revenue, foreign investors can also provide indirect benefits such as improvements in the domestic business environment. UNCTAD (2018b) provides investment promotion and trade promotion agencies with practical advice on how to most effectively target and attract foreign direct investment that supports the achievement of sustainable development objectives including gender equality.

Table 3 Guidelines for leveraging corporate procurement

Description	Sample indicators
Goal: Secure corporate commitment to procurement	
Define research objectives before data collection and then collect necessary data to build business case	Supply side: <ul style="list-style-type: none"> ■ Number of women-owned businesses by industry, by size ■ % of businesses that are women-owned generally, by industry, by size ■ % of suppliers formally committed to gender-responsive procurement Buyer side: <ul style="list-style-type: none"> ■ Number of women-owned firms participating in corporate supply chains generally, by industry, by size ■ Total amount of corporate procurement spend going to women-owned businesses ■ % of corporate procurement spend going to women-owned businesses
Goal: Establish corporate policy and top corporate management support	
Senior corporate management designs and establishes its gender-inclusive policy	<ul style="list-style-type: none"> ■ Documented corporate policy relating to gender-inclusive suppliers ■ Staff and resources have been appointed to implement the gender-inclusive procurement programme ■ Gender-specific metrics pertinent to the gender-inclusive procurement programme are collected and incorporated in the annual report
Goal: Develop a corporate supplier development plan for women-owned businesses	
A gender-inclusive procurement strategy is developed with a view to application across the corporation	<ul style="list-style-type: none"> ■ Senior management regularly review the plan ■ The corporation has an effective, active cross-functional steering committee for gender-responsive procurement ■ The plan includes methodology to identify and develop women-owned suppliers ■ The procurement programme promotes the inclusion of certified women-owned suppliers in all aspects of corporate procurement ■ A tool kit/language regarding gender-responsive procurement is developed for salespeople to use in creating and negotiating contracts
Goal: Establish comprehensive internal and external communications	
Staff involved in procurement establish modes of communications with internal and external stakeholders	<ul style="list-style-type: none"> ■ Company-wide awareness of initiative is promoted via multiple vehicles, for example, annual reports, brochures, newsletters, prominent website placements, etc. ■ Gender-responsive procurement information is disseminated to internal stakeholders on a regular basis ■ Gender-responsive procurement information is included in new employee orientation programmes ■ Ongoing and specialized gender-responsive procurement education is provided to all procurement personnel ■ Suppliers who are not successful in winning bids are given feedback so they can understand how to be more competitive ■ Gender-responsive procurement results are published in the corporate annual report and/or corporate sustainability report

Description	Sample indicators
Goal: Establish comprehensive supplier development process	
The procurement team and senior management work to improve the capacity of women-owned businesses to enter their supply chain	<ul style="list-style-type: none"> ▪ Mentor programme established and active ▪ Supplier training programmes (i.e. training on supply chain trends, quality, safety, negotiations, etc.) ▪ Provision of scholarships to women-owned businesses ▪ Establishment of joint ventures
Goal: Establish tracking, reporting and goal- setting mechanisms	
The corporation implements a mechanism(s) for establishing gender- responsive procurement goals, reporting on them and tracking them	<ul style="list-style-type: none"> ▪ Women-owned cost savings/cost reduction contributions are tracked ▪ Supplier utilization records are prepared to identify current women-owned businesses in the supply chain ▪ There are clearly stated goals for participation by women-owned businesses. For example, year-over-year percentage increase, dollar amount and percentage of spend, and utilization, etc. ▪ Scorecards are created to measure performance
Goal: Establish a continuous improvement plan	
The gender-responsive procurement plan should be continuously updated to follow changes in corporate objectives and strategy	<ul style="list-style-type: none"> ▪ The corporation has established and maintains documented procedures for planning and implementing internal gender-responsive procurement audits to verify whether activities and related results comply with the programme ▪ A process exists for ongoing communication between the corporation and women-owned businesses to assist and fine-tune the performance of contracts, through vehicles such as surveys conducted with women-owned firms to determine areas for continuous improvement

Source: Adapted from Chin (2017).

CHAPTER 3

BETTER DATA TO SHAPE POLICIES

This chapter provides policymakers with guidance on evidence-driven approaches, guidelines for mapping women's participation in value chains and procedures for evaluating the intended and unintended consequences of a change in trade policy.

A thorough understanding of the current economic status quo vis-a-vis women is critical in designing gender-responsive policies. This mapping exercise should draw on existing data sources as well as consultations with stakeholders (the next chapter provides advice on consultations). Ideally, quantitative data should be used, in conjunction with qualitative assessments, to map the participation of women in international trade.

Resource, capacity and data constraints mean a mixed-method approach may not be possible in some contexts. In such cases, the next best option is to employ a qualitative approach – using interviews, focus groups and limited surveys – to unpack the gender-related dynamics of value chains. This type of qualitative approach can yield important and rich insights. For example, research on horticultural, tourism and call centre value chains found that although all three value chains are characterized by gender-based job segregation, the type of segregation varied by value chain (Staritz & Reis, 2013).

The second stage of the design process requires an assessment of the intended and unintended consequences of a change in trade policy. Preferably, this analysis would involve the use of quantitative and qualitative tools. In cases where such an approach is not feasible, a qualitative assessment can generate sufficient information to guide the policy formation process. Research and/or consultations can be employed to collect qualitative data.

The first part of this chapter gives an overview of trade- and gender-related data. The second part provides a series of guiding questions that could frame a qualitative analysis, to assist policymakers as they i) identify the sector, industries and value chains in which women are involved and ii) consider both the expected and unanticipated gender-related impacts of a change in policy.

Identify existing data gaps and solutions

While trade data are readily available, they often do not capture gender dynamics. Labour force participation surveys can be used to approximate women's involvement in importing and exporting sectors. However, these surveys often do not provide granular information on the role of women within those sectors.

Although firm-level surveys, such as the World Bank's Enterprise Survey, can provide information on women's participation in the domestic economy (as owners, managers and employees), they do not have an explicit focus on trade. Ad hoc surveys can be used to fill in information gaps, but they can be expensive to administer and often have limited coverage. Statistics on domestic legal and regulatory frameworks that affect women's economic participation tend to be limited at best.

UNCTAD is working with interested governments to develop official statistics that can inform gender mainstreaming in trade agreements (UNCTAD, 2018a). UNCTAD is identifying the data needs of policymakers and stakeholders, expanding access to existing databases, developing a framework for the evaluation of trade and gender, and building a survey for trade and gender data collection in countries with the most severe data gaps.

In 2019, ITC designed and carried out a unique survey of 1,118 firms in the European Union engaged in extra-EU trade (ITC, 2019). This first-of-its-kind survey not only gives an overview of the state of gender provisions in trade agreements, but also provides a novel analysis of firm characteristics, target markets, gender balance and sectoral concentration of importing and exporting firms.

These findings are immediately actionable and give policymakers a clear sense of what interventions are necessary. Findings also offer insights on how to leverage interventions and take advantage of international trade opportunities for women in business.

ITC launched SheTrades Outlook to address the need for comprehensive and accurate data on trade and gender. SheTrades Outlook is an innovative online tool that helps policymakers and other key stakeholders to identify gaps across the trade and gender spectrum. The tool allows stakeholders to monitor progress, evaluate the impacts of interventions, and share knowledge and best practices. It comprises six pillars: trade policy; legal and regulatory frameworks; business environment; access to finance; access to skills; and work and society.

Across these pillars, 83 indicators and sub-indicators help capture the multidimensional linkages between trade and gender. SheTrades Outlook contributes substantially to the goal of collecting better data on trade and gender, as 80% of the data gathered is new. SheTrades Outlook covers developing and developed economies. ITC is working on expanding the tool's coverage globally.

ITC has also developed a business survey piloted in the European Union and now rolling out in Uganda. This survey aims to collect data on the characteristics of women-owned businesses, types of markets they serve, extent of their participation in international trade, ways they market their goods and/or services, and if they leverage digital trade to sell their products.

In certain cases, some, or even most, of the data required for a comprehensive analysis are not available for either cost or capacity reasons. In such instances, engaging more deeply with academia, donors and stakeholders can fill some of the data gaps. For example, entrepreneurship data can be collected from chamber of commerce statistics.

If hard data cannot be obtained, the role of consultations becomes even more important in providing an understanding of the linkages between trade and gender. Academics and non-governmental organizations often have considerable experience and expertise. At times, however, governments are reluctant to tap into this resource.

Box 9 SheTrades Outlook

The ultimate goal of SheTrades Outlook (<https://www.shetrades.com/outlook/home>) is to support stakeholders in the design and implementation of gender-responsive policies. The tool goes beyond direct trade measures and is based on assessments of different enablers of women's economic participation. Using comprehensive surveys, SheTrades Outlook captures the following multidimensional linkages:

- **Role of women in decision making generally and trade policymaking in particular.** This includes information on gender training for trade officials, the participation of women in the consultation process for trade agreements, and the inclusion of trade and gender provisions in FTAs and gender indicators in implementation plans.
- **Gender-related statistics.** This includes disaggregated data on income, poverty, education, financial access and company ownership.
- **Business environment and trade-related information.** This includes information on the business registration process, participation of women in accelerator programmes, use of trade advisory services by women, innovation policies to support women and women's employment in export-processing zones.
- **Legal and regulatory frameworks.** This includes information on ratifications of relevant international conventions (e.g. Convention on the Elimination of Discrimination against Women) and national laws (e.g. whether women have equal access to land, inheritance, property rights, financial services, employment and education).
- **Access to finance and skills.** This includes information on the types of financial programmes (i.e. trade-related finance schemes, tax exemptions for MSMEs, mobile banking) and training programmes and support activities available to women (i.e. scholarship opportunities, technical support for MSMEs, national industry placement schemes).
- **Gender dynamics in the workplace, including job segregation and the gender pay gap.**

In addition, SheTrades Outlook allows users to access a wide range of best practices drawn from individual countries as well as links to additional resources.

Source: ITC.

Partnerships between government, academia and non-governmental organizations can help develop research and training programmes that improve understanding of the dynamics surrounding women's economic empowerment. This can result in the design and implementation of evidence-based policymaking.

Map women's participation in value chains

Before strategic priorities of a change in trade in policy can be defined, it is necessary to identify the various transmission channels through which a policy could impact women. This involves a two-stage process: 1) identifying the sectors and activities in which women are engaged and 2) identifying which sectors and activities could be expected to grow or decline as a result of a change in trade policy.

Map the status quo

In many cases, a quantitative assessment of women's participation in value chains may not be possible because of inadequate technical capacity, funding or data. In such instances, data can still be collected through qualitative methods. When funding is insufficient to hire dedicated qualitative researchers, government-run consultations with key stakeholders can generate enough information to guide the policy design process.

The following non-exhaustive checklist, adapted from UNCTAD (2019) and Mayoux & Mackie (2007), presents a number of guiding questions for policymakers to better understand the role of women as producers and entrepreneurs in the domestic economy.

TOOL 2: MAP WOMEN'S INVOLVEMENT IN THE ECONOMY	
Issue area	Sample questions
Overall economy	<ul style="list-style-type: none"> ■ What are the primary sectors/value chains in the economy? ■ What are the primary functions in the identified sectors/value chains (i.e. production, distribution, storage, assembly, retailing, etc.)? ■ Who are the most important stakeholders in each sector/value chain? ■ Have informal enterprises, i.e. the informal sector and informal employment, been taken into account?
Role of women in productive sectors	<ul style="list-style-type: none"> ■ Are women concentrated in particular sectors/value chains? ■ Have all women stakeholders been identified? ■ Are women participating mostly as business owners, managers or workers? ■ What are women's main functions in sectors/value chains (e.g. obtaining raw materials, production, distribution, storage, transport, advertising and retailing)? ■ Are these the most remunerative tasks? ■ What are women's main product/market segments (e.g. export, national, local, luxury)? For each production/market segments, what are the main divisions between different types of enterprise (e.g. household enterprise/ smallholder, factory/plantation)? ■ How are women's conditions of work and quality of employment including sustainability and regularity of employment, social protection (health, maternity, unemployment and pension), working time, intensity of work, occupational risks, possibility of career advancement or skill upgrading and social status attached to a job? ■ What is the gender wage gap in a given sector?
Constraints faced by women producers	<ul style="list-style-type: none"> ■ Have women stakeholders been consulted? ■ Do women-owned/led businesses face gender-specific challenges? ■ Do women-owned/led businesses have direct access to market information? ■ Do women-owned/led businesses have access to finance? ■ Do women-owned/led businesses face legal/regulatory challenges?

Understand intended and unintended impacts

After the mapping exercise is completed, the next stage requires an analysis of the intended and unintended impacts of a change in trade policy. Ideally, this would involve a quantitative assessment, as well as qualitative analysis of impact.

However, resource and data constraints mean this might not be possible. In such cases, a qualitative assessment can still lead to useful findings to guide the policy formulation process. Such analysis can incorporate the provided sample questions.

TOOL 3: ANALYSE INTENDED/UNINTENDED IMPACTS

Issue area	Sample questions
Women as workers	<ul style="list-style-type: none"> ▪ Will value chain upgrading/integration resulting from trade liberalization lead to a loss in labour-intensive jobs? ▪ What will the employment and productivity impacts be of the liberalization of basic services? ▪ Will strengthening the intellectual property regime benefit/harm women? ▪ Will increased digitalization enhance or diminish the gender wage gap? ▪ Are women more vulnerable/better positioned in relation to automation? ▪ Are women concentrated in trade-affected sectors? ▪ Are trade-adjustment mechanisms (such as retraining programmes) in place to assist women?
Women as producers	<ul style="list-style-type: none"> ▪ Will a change in trade policy result in more/less competition in sectors/value chains dominated by women producers? ▪ In what new sectors/value chains could women-owned businesses compete? ▪ Will a change in trade policy improve/exacerbate the regulatory constraints faced by women producers? ▪ Will a change in trade policy improve/worsen women producers' access to finance? ▪ Will higher standards increase/reduce the participation of women in value chains? ▪ Will a change in trade policy enhance/reduce the ability of women to engage in e-commerce?

CHAPTER 4

ENGAGE AND COORDINATE WITH KEY STAKEHOLDERS

Once policymakers have reviewed the policy options and identified opportunities in value chains, they must consult and engage with relevant internal and external stakeholders. This chapter provides practical guidance on ways to enhance women's participation in consultation processes and mechanisms for improving intragovernmental coordination.

Include women entrepreneurs and producers

Stakeholder consultations are important to ensure that trade policies, programmes and projects represent the interests of women. Consulting with key stakeholders improves the decision-making process by reflecting the interests of both women and men. It also raises awareness and develops capacity in relation to gender equity and helps ensure that policymakers meet their commitments to inclusive trade.

Consultations with stakeholders on trade policy liberalization, reforms and changes often include business or industry associations, government agencies involved in cross-border trade or national legislation and regulation, and organized labour groups. While including these stakeholders is important, relying on them alone can lead to bias in the design of trade policy (OECD, 2011).

Trade policy consultations often exclude the views of the informal sector, despite its economic importance in many developing economies. Many mature firms have stakes in the economic status quo and may not provide a representative view on the effects of trade policy changes. Similarly, labour unions and non-governmental organizations may not be fully representative of the diverse interests across business and society.

Consultations with stakeholders should include underrepresented stakeholders such as women who operate in the informal economy and are not represented by unions or business associations.

Table 4 General guidelines for identifying key stakeholders

Issue	Activity
Initial planning	Identify a preliminary list of key internal (i.e. within government) and external stakeholders (women's associations, industry groups, labour associations, civil society organizations, etc.).
Commencement	Consult with preliminary stakeholders and use these consultations to identify additional stakeholders.
Data collection	Use all available tools (interviews, focus groups and surveys) to consult with the full list of internal and external stakeholders.

Source: Adapted from the World Food Programme (2017).

In general, women are less involved than men in the stakeholder consultation process. Women without ties to the formal economy are especially limited in this process. Tool 4 details steps that can be taken to support women's engagement in trade policy consultations.

TOOL 4: CHECKLIST TO FOSTER WOMEN'S PARTICIPATION IN THE CONSULTATION PROCESS

Adapted from European Institute for Gender Equality (2016)

Issue area	Sample questions
Gender-balanced and sensitive consultation teams	<ul style="list-style-type: none"> Women may feel more comfortable speaking with other women and, as a result, provide more information In some contexts, it may be useful to hold separate meetings for men and women
Real-world arrangements	<ul style="list-style-type: none"> Consultations should be held in safe, well-lit locations that are connected to transport links. When possible, arrangements for transport should be made. Childcare should be provided. This is vitally important to ensure adequate female participation as women remain primary caregivers. Notifications of consultation should be provided well in advance to give women sufficient time to make logistical arrangements.
Active facilitation	<ul style="list-style-type: none"> Use of small working groups (women in the informal economy, women from rural areas, young women) to explore specific issues. Use of games and other participatory techniques to elicit women's opinions.
Issue prioritization	<ul style="list-style-type: none"> Ensuring that trade issues that are directly relevant to women make it onto the agenda and are given equivalent weight.
Inclusive representation	<ul style="list-style-type: none"> Ensuring that women from different backgrounds (income, sectoral, geographical, cultural, etc.) are represented.
Meaningful consultation	<ul style="list-style-type: none"> Information about the content of consultations should be provided before the consultation. When possible, a variety of consultation approaches should be used. This could include informal consultations, public meetings, workshops and e-consultations. These consultations could be used to generate insights from stakeholders and to provide them with feedback on actions taken.

Expanding the scope of consultations to include women from a variety of social, geographic and economic backgrounds can generate many benefits. These include: (i) increasing the transparency of the trade policy formulation processes; (ii) generating useful information to inform trade policy design decisions, which is particularly useful when there is a lack of quantitative data; (iii) raising support for trade policy changes by engaging with a wider segment of society; (iv) improving the trade literacy of participants; and (v) enhancing the compliance of participants with trade rules.

TOOL 5: EXAMPLES OF QUESTIONS TO ASK WOMEN STAKEHOLDERS

Issue area	Sample questions
General trade and investment	<p>Are you aware of _____ FTA?</p> <p>What are your views on _____ FTA?</p> <p>What are the current trade and investment barriers between _____ and _____?</p> <p>What are some of the risks associated with reducing trade barriers between _____ and _____?</p> <p>What are your offensive (i.e. market access)/defensive (i.e. protective barriers in home market) interests in relation to an agreement between _____ and _____?</p> <p>How important is supply-chain sustainability (environmental, social, etc.) to your clients/consumers?</p>

<p>Trade in goods</p>	<p>Have you had trouble understanding or adhering to rules of origin as they relate to trade with _____?</p> <p>Are there measures that should be included in an agreement between _____ and _____ that would reduce trade costs?</p> <p>Are you aware of any barriers that restrict trade between _____ and _____?</p> <p>Do you face issues with transit/import/export procedures? If so, what are the issues?</p> <p>Do you face issues with the transparency of trade legislation and regulation? If so, what are the issues?</p> <p>Are technical barriers to trade a problem for your exports to _____? If so, what were the specific issues/?</p> <p>What non-agricultural manufactured products do you/your members export to _____?</p> <p>What non-agricultural manufactured products might you/your members export to _____ in the future?</p> <p>Are sanitary and phytosanitary measures a problem for your exports to _____? If so, what were the specific issues?</p> <p>What agricultural products do you/your members export to _____?</p> <p>What agricultural products might you/your members export to _____ in the future?</p> <p>In your experience, are comments by stakeholders considered in the formulation of trade policy?</p>
<p>Services and investment</p>	<p>Describe market access barriers (such as local supply requirements, visa restrictions, equity limits) that you/your members are faced with.</p> <p>What are the primary impediments to services trade [refer to particular services sectors if possible] between _____ and _____?</p> <p>What are the most significant barriers to establishing business operations in _____?</p> <p>What can be done to limit the impact of these barriers on your business operations?</p> <p>Do you face barriers regarding the movement of natural persons in the context of your business? If so, can you specify what type of staff are affected by these barriers?</p> <p>Is transparency an issue for your business operations in _____? If so, what form does it take (i.e. lack of access to relevant legislation or regulations)?</p> <p>Can you estimate the cost of barriers to cross-border trade for your business?</p>
<p>Digital trade</p>	<p>Are you engaged in digital trade/e-commerce?</p> <p>What are the primary barriers for your business in digital trade between _____ and _____?</p> <p>Are data localization requirements/online payments issues/cybercrime/data transfer restrictions barriers for your business?</p> <p>Can you estimate the cost of digital trade/e-commerce restrictions for your business?</p> <p>What can be done to limit the impact of these barriers on your business operations?</p>
<p>Micro, small and medium-sized enterprises (MSMEs)</p>	<p>What can be done to help MSMEs benefit from a trade agreement with _____?</p> <p>Should an agreement with _____ include specific provisions for MSMEs?</p>

Improve intragovernmental coordination

Government coordination is vital to create mutually beneficial programmes and projects across sectors, value chains and institutions. It is also necessary to resolve divergent institutional priorities and policies.

No single institution can address the economic empowerment of women on its own, given its strong cross-sectoral and agency linkages. Although inclusive trade may appear to fall solely within the responsibilities of a trade ministry, it is necessary to engage with other ministries and agencies. These ministries and agencies, including ministries of finance and education, can help trade ministries achieve their gender-responsive economic goals. Similarly, trade ministries can support the priorities and objectives of other ministries including women's affairs and labour.

Access to finance is regularly cited as a binding constraint for small companies, especially for women-owned/led MSMEs. Addressing this barrier should boost MSME participation in international trade. However, this requires coordination between trade ministries and the ministry responsible for financial institutions and rules (often the ministry of finance). For example, a ministry of finance, with support from the ministry of trade, can reorient and encourage financial institutions to supply export finance to MSMEs or set up special lending windows for them.

Enhancing access to entrepreneurship training for youth, women, MSMEs and other groups help them participate in international trade. Policy measures could help vulnerable and disadvantaged groups engage in international trade.

These measures include equal opportunity entrepreneurship training for girls and boys at all levels of education and grants and concessional arrangements for disadvantaged groups to attend specialized training for the development of MSMEs. Successful implementation of such measures would require, at a minimum, coordination between ministries and agencies responsible for education and trade/MSMEs.

Agriculture plays an important economic and political economy role in many developing and developed economies. Measures to upgrade the processes or functions in agricultural value chains could include support for horizontal and vertical coordination of production and processing activities or channel upgrading (entry into new markets with the same product). Implementation of these types of measures requires cooperation among the ministries for trade/MSMEs, industry, agriculture and environment.

Social and labour policies play a key role in the development of human capital and the ability of women to engage actively in international trade. Policies that support the participation of women, and provide protection for them, could include the provision of day-care facilities, trade-related adjustment assistance and re(training) programmes. For these types of policies to be successful, the trade/MSME ministry may need to coordinate with the ministry of labour, social policy and women/gender.

CHAPTER 5

DESIGN AND DELIVER A GENDER-RESPONSIVE ACTION PLAN

This chapter presents practical interventions for policymakers to reduce the negative gender-related impacts of a change in trade or development policy and create economic opportunities for women. It focuses on mainstreaming gender into policy design and implementation.

Define strategic priorities

Strategic priorities can be defined once the nature and extent of women's participation in the economy is understood and the intended and unintended consequences are analysed. These priorities may vary by country, level of development and institution. The following tool provides some key questions to help policymakers identify priorities.

TOOL 6: ESTABLISH STRATEGIC PRIORITIES	
Issue area	Sample questions
Trade agreement/Trade policy	<ul style="list-style-type: none"> ▪ Which sectors/value chains will be prioritized in trade agreements? ▪ Do women dominate employment/ownership/management in these sectors/value chains? ▪ Are these sectors/value chains offensive or defensive interests? ▪ Are we targeting upgrading or integration (or both) in these sectors/value chains? ▪ Do we want to increase the representation of women in male-dominated sectors? ▪ Does a trade agreement/trade policy change provide sufficient policy space for affirmative gender-equality measures or strengthening labour protections for women?
Trade support/Trade facilitation	<ul style="list-style-type: none"> ▪ Do women receive assistance to become more productive within their existing roles? ▪ Do women receive assistance to enter new roles in their current sector/value chain? ▪ Do women receive assistance to enter new roles in new sectors/value chains? ▪ Will gender-specific interventions be used (such as special windows for women at financial institutions) to address the preceding questions? ▪ What broad-based support measures, which benefit both women and men, will be put in place (examples include the simplification of licensing procedures, the promotion of technological adoption by MSMEs, MSME-specific financing windows)?
Enterprises and households	<ul style="list-style-type: none"> ▪ Are we aiming to influence dynamics at the household level or workplace (addressing the gender wage gap, for example)?
Monitoring	<ul style="list-style-type: none"> ▪ Have gender-specific indicators been included in the relevant policy documents?

Prepare an action plan

An action plan is a practical document that operationalizes policy goals in strategies and actions. It defines areas of responsibility, schedules, measurements of success, time and financial commitments, and detailed work programmes.

Fundamentally, an action plan provides clear information on what change will occur, who will implement the change, what the deadline is from the completion of the change and how long it will take, how many resources (financial, technical, personnel, etc.) will be required to complete the change and who should know what about the change (UN, 2017a). The overall objectives and individual activities in the action plan must have clearly defined target groups such as women-owned MSMEs, women workers or women employed or running businesses in rural areas.

When designing an action plan, policymakers should consider following questions:

- Does the action plan tackle specific issues? Does it address both the most visible impact of a given problem as well as the underlying causes? Action plans need to tackle the root causes of a problem – constraints on women’s access to education or finance, for example – as well as immediately noticeable dynamics such as gender segregation in certain industries and sectors.
- Are stakeholders capable of implementing planned activities successfully? The activities contained in the action plan need to be realistic and able to be accomplished by relevant stakeholders. For example, while a computable general equilibrium analysis of the effects of a new trade agreement would be useful, it should only be included in a plan if there is capacity to conduct this type of analysis.
- Does the action plan include the participation of key stakeholders? Have stakeholders collaborated with the relevant ministry or agency in designing the plan? Is the action plan inclusive? Have different perspectives – from different geographic, economic and social groups – been included? A collaborative and consultative approach helps to foster a sense of ownership and ensures buy-in from relevant stakeholders and makes sure the views of marginalized groups are incorporated in the plan.
- Have local resources been used? How reliant is the plan on external resources? How sustainable are the plan’s activities in the long run? Ideally, the action plan will rely primarily on local resources, whether financial or technical, as this helps to ensure the long-term sustainability of activities.
- Does the plan include clear outputs and measurement metrics? The action plan should include clear indicators of progress.

Every action or change that occurs under the rubric of the action plan should be directly relevant to the achievement of the overall objectives and have its own deadlines and timeframe. In addition, actions should be attainable and can be monitored cheaply, easily and comparably.

While the structure of individual action plans will depend on the issue area, plans typically contain the following elements:

- **List of activities.** This should provide information on whether activities will occur sequentially or simultaneously.
- **Timelines.** These should include the start and end dates of activities, be realistic and consider available capabilities.
- **Areas of responsibility.** This section of the action plan should link activities with the people or organizations responsible for implementing them, delineate lead agencies and identify partners. For example, the action plan can indicate the ministry of trade and ministry of education as the agencies responsible for facilitating entrepreneurship training at the secondary and tertiary levels.
- **Estimates of resource requirements.** The action plan should estimate the type and quantity of resources, such as financial, personnel and technical, required to accomplish an activity.
- **Source of financing.** The action plan should indicate how its activities will be funded.
- **Coordination.** A trade and development action plan typically involves actors from multiple government agencies as well as from the private sector and civil society. Establishing mechanisms to ensure that all relevant stakeholders are pulling in the right direction is vital to maximize the contribution of stakeholders and minimize conflict and waste.

Box 10 Mainstreaming gender in Ghana’s MSME policy

In 2019, Ghana’s Ministry of Industry and Trade and the National Board of Small Scale Industries, with the support of the ITC SheTrades Initiative, held a series of stakeholder consultations across the country to mainstream gender in the implementation plan of Ghana’s newly adopted MSME Policy.

The consultations generated new actionable ideas on how to incorporate gender considerations, such as the need to create an MSME fund to support women-owned firms. Discussions also covered the practical details associated with interventions and potential actors. The draft implementation framework considered the views of stakeholders from government, the private sector and women’s business associations, as well as urban and rural areas.

The consultations paved the way for the inclusion of the action plan by the ministry in the MSME implementation plan. In addition, the consultations helped buttress the commitment of the ministry and other key stakeholders to inclusive economic growth in Ghana.

Three key lessons emerged from this process:

1. Training policymakers on gender mainstreaming is critical to ensure buy-in at all levels, clearly define objectives and strategies, and ensure sustainability of this exercise.
2. The heterogeneity of women’s positions, interests and needs requires that consultations are designed beyond the largest capital-based organizations, to include diverse perspectives and priorities.
3. The gender-mainstreaming component of the implementation framework was developed across the following themes: enabling environment, financing for MSMEs, business development services, access to finance, technology, innovation, research and development, market facilitation/access, entrepreneurship development and skills development. These themes are co-dependent and must be tackled simultaneously. However, effective implementation also required building consensus on priorities and developing good indicators.

Source: ITC.

The following table, adapted from the Food and Agriculture Organization of the United Nations (2009), provides an illustrative example of the elements of an action plan.

Table 5 Elements of an action plan

Strategic objective:							
Policy prescriptions:							
Activities	Lead implementing organization or agency	Partner organizations	Implementation period	Estimated costs or resource requirements	Sources of financing	Anticipated outputs	Indicators

CHAPTER 6

IMPLEMENT A MONITORING AND EVALUATION FRAMEWORK

This chapter describes what factors are necessary for successful national gender-mainstreaming in action plans. In particular, it provides guidance on adopting effective monitoring and evaluation frameworks.

Several elements are linked to the successful implementation of national action plans. These include creating a secretariat or team, multi-stakeholder oversight and guidance, and a sound network of internal and external stakeholders (Food and Agriculture Organization, 2009).

A secretariat or unit with expertise in organization and logistics is vital to prepare a national action plan. The responsibilities of a secretariat include arranging consultations, preparing key documents and facilitating meetings. Resources, including financial and administrative support, should ultimately come from the lead agency, which is either the ministry of trade or the ministry of MSMEs.

Successfully implementing national plans typically requires guidance and advice from key stakeholders. The views of all stakeholders need to be considered and incorporated in the plan, and internal and external stakeholders must validate the plan. This ensures that the objectives and activities of the plan reflect the interests of all affected stakeholders and that stakeholders have a stake in its success.

Gender focal points play a key role during the implementation phase by holding stakeholders accountable. However, government agencies, departments, programmes and projects often do not have access to a gender expert to support gender mainstreaming.

While less than optimal, gender mainstreaming and monitoring can still occur successfully. In this type of situation, the key is to ensure that staff have access to toolkits, guidance and additional training. Governments can take advantage of capacity-building activities by international organizations and donors as well as expertise of local gender experts in academia, civil society and the private sector.

Staff training can include how to mainstream gender into projects and planning. In the initial stage, a short-term external gender expert can guide and support staff. Once in-house gender focal points have been sufficiently trained, they can advise and train other team members, monitor the implementation of gender-specific activities and raise the profile of gender concerns.

Building and maintaining a network among key internal and external stakeholders (i.e. government agencies, international organizations, women's business associations and industry groups) is essential to ensure that multi-stakeholder participation is possible. A broad network of engaged stakeholders also helps in building the necessary political and institutional momentum to implement the action plan.

Limited gender-specific data and lack of feedback from women during the implementation phase often makes it difficult for women to participate in and benefit from changes in trade policy. Therefore, it is vital to record women's opinions and ensure their attendance at meetings and their active participation. The options laid out in Chapter 4 apply equally to pre- and post-implementation consultations with women.

Monitoring and evaluation

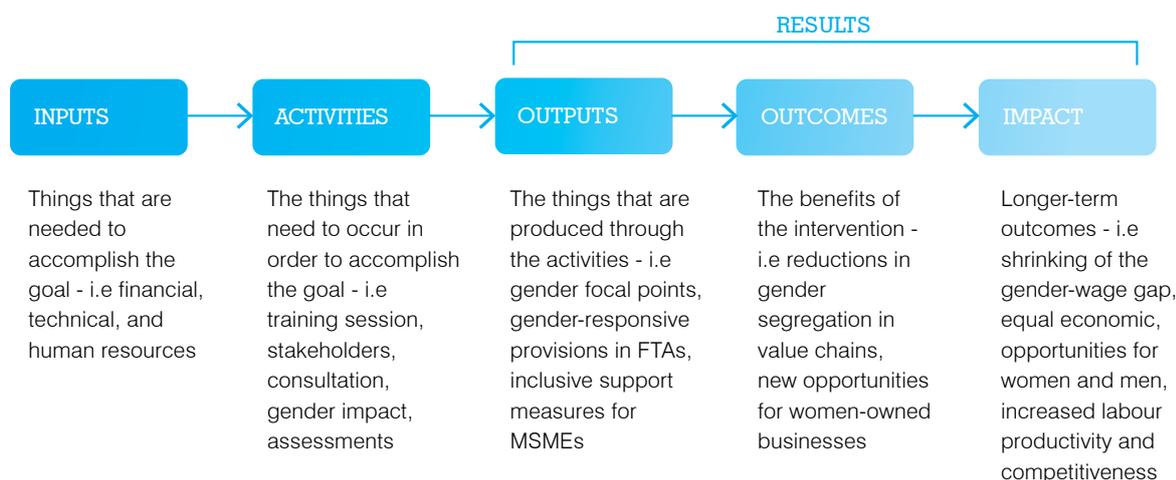
The section seeks to help policymakers and practitioners design monitoring and evaluation frameworks that mainstream gender. A robust and data-driven monitoring and evaluation framework is a critical part of any gender-responsive strategy. When implemented well, this framework allows policymakers to systematically evaluate progress on a set of activities, track results on the ground and determine whether the project should be redesigned in light of changing real-world dynamics.

A results framework approach helps policymakers answer three important questions about their gender-mainstreaming efforts:

- ✓ What results do you expect from the policy/programme?
- ✓ How will the results be achieved?
- ✓ How will you know when you have achieved the results?

The results chain in a typical programme identifies the sequence of inputs, activities, outputs, outcomes and impact. Indicators should be tailored to monitor and assess each of these five areas.

Figure 3 The results chain



Source: ITC.

The criteria for good indicators will vary across programmes, organizations and countries. However, all good indicators have several characteristics in common. Indicators, whether direct or proxy, should be either specific, measurable, achievable, relevant and time-bound (SMART) or clear, relevant, economic, adequate and monitorable (CREAM) in design.

Table 6 Choose the right indicators

S	Specific	It's clear what is being measured (i.e. the indicator is both precise and unambiguous).	C	Clear	Indicators should be precise (but not necessarily quantitative).
M	Measurable	It's clear how an outcome will be measured.	R	Relevant	Appropriate to the objective (and not just used because it is available).
A	Achievable	The cost/effort associated with measurement is reasonable and in line with the capabilities of the project team(s).	E	Economic	It should be reasonably cheap to collect the necessary data.
R	Relevant	The indicator provides a measure of performance that aligns with the overall goal of the project.	A	Adequate	The indicator, either alone or in conjunction with other indicators, should give a sufficient measure of performance (i.e. it is useful).
T	Time-bound	The indicator should include a timeframe for completion.	M	Monitorable	It should be easy to assess the indicator and it should be amenable to independent validation.

Source: Adapted from Drucker (1954) and Schiavo-Campo (1999).

Tool 7 provides a monitoring and evaluation template. This template is for illustrative purposes only and should be tailored to the mandate, capacity and goals of trade and SME ministries.

TOOL 7: MONITORING AND EVALUATION GUIDE			
Operational objective	Category	Indicator	Key questions
Issue area: Trade agreements and trade policy			
Trade negotiations include gender concerns	Trade negotiations	Number of briefings at which gender was discussed Number of consultations with women stakeholders Number/ratio of women attending stakeholder consultations	Do the trade negotiations with ____ include gender? Are women represented in the trade negotiating team? Has an ex-ante gender analysis been conducted? Have women been consulted? Are the interests of women (including marginalized women) being represented in these negotiations? Have we engaged women in the trade negotiation consultation process?
Trade agreement implementation supports inclusive trade	Trade agreement impact	Number of women employed in a sector or occupation Number of women who have taken on new roles in a value chain Increase/decrease in export revenue for male/female firms Increase/decrease in export revenues for MSMEs Changes in the composition of female involvement in sectors/ value chains	Has female/male employment increased/ decreased in aggregate or within specific sectors/ industries/value chains? Have women's main functions within a sector/value chain changed? Have the export revenues of female/male firms increased? Have the export revenues of female/male owned/ led MSMEs increased? Have the roles of women (i.e. workers, entrepreneurs, managers) changed within sectors/ value chains?
Capacity development of ministerial staff	Capacity development	Number of gender-related training sessions Number/ratio of male/female staff at all levels Appointment of gender focal point(s)	Have ministerial staff been trained on gender issues? Is there gender equity at administrative, professional and managerial levels in the ministry/ department/programme/project? Has a gender focal point(s) been appointed?

Operational objective	Category	Indicator	Key questions
Issue area: Trade support			
Government/trade ministry/TISI plans include gender concerns in their programmes/project	Trade support design	Number of policies related to gender concerns Number of gender-relevant issues integrated into programme/project	Have gender concerns been included in ministerial/departmental/programmatic/project designs?
Government/trade ministry/TISI addresses binding administrative/regulatory/legal barriers	Trade facilitation	Increase/decrease in the number of days required to clear goods/services for women/men Increase/decrease in the use of online customs forms by gender Increase/decrease in administrative customs forms Number of women participating in trade fairs Volume of sales secured through trade fairs	Is it easier for importers/exporters to take their goods/services to market? Have importers/exporters made more/less use of online tools? Have administrative times for exports/imports increased/decreased? Has the number of women participating in trade fairs increased/decreased? Has the volume of sales/revenue/profit secured through trade fairs increased/decreased?
	Legal and regulatory environment	Number of informal MSMEs formalized by gender Number of households that benefit from MSME-targeted tax reforms by gender Number of women with access to some form of collateral Number of laws harmonized to achieve gender equity Number of MSMEs created by gender	Have formalization rates of MSMEs increased/declined? Are there differences in rates between men and women? Have MSME-related tax reforms increased/decreased household income? Are there differences between men and women? Is it easier for women to use land/property as business collateral? Have domestic legal and regulatory discriminatory provisions been eliminated? Has the number of MSMEs increased/decreased? Does this vary by gender?
Government/trade ministry/TISI provides enhanced access to finance for women-owned businesses	Financing for MSMEs	Number of female owned/led MSMEs benefiting from access to loans/grants Amount disbursed to female owned/led MSMEs in loans/grants Number of female owned/led MSMEs with access to finance/banking	Has the number of formalized/unformalized female/male owned/led MSMEs with access to loans/grants increased/decreased? Has the amount disbursed to formalized/unformalized female/male owned/led MSMEs increased/decreased? Has the number of formalized/unformalized female/male owned/led MSMEs increased/decreased?
Government trade ministry/TISI facilitates MSME capacity building	Business development services	Number of mentors to partner with female owned/led MSMEs Number of training institutions identified for strengthening their capacity to train female owned/led MSMEs Number of women's businesses associations/women's branches within general business associations formed Number of childcare centres established	How many mentors have been identified/employed/used to partner with female owned/led MSMEs? Have training institutions been identified for capacity development? Have they undergone training? Have they started to train female owned/led MSMEs? Has the number of women's business associations and/or women's branches within general business associations increased/decreased? Has the number of childcare centres increased/decreased?

Operational objective	Category	Indicator	Key questions
Issue area: Cross-cutting issues			
Government/trade ministry/TISI encourages pro-gender policies/promotes gender awareness	MSME data and internal capacity-building	Number of government institutions/departments using gender-responsive budgeting Key performance indicators to track gender-disaggregated data on appointments across institutions	Are government agencies/department using a gender-responsive budgeting approach? Are government agencies/departments collecting gender-disaggregated data? Are provisions related to non-discrimination and equal pay in place?

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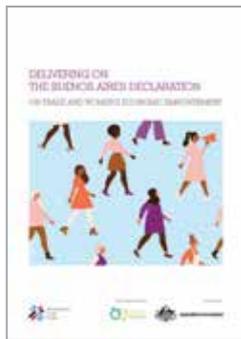
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