GENDER EQUALITY AND
TRADE-RELATED CAPACITY
BUILDING:

A RESOURCE TOOL FOR
PRACTITIONERS
Gender Equality and Trade-Related Capacity Building

A resource tool for practitioners
GENDER EQUALITY AND TRADE-RELATED CAPACITY BUILDING:
A RESOURCE TOOL FOR PRACTITIONERS

1. Background

"[T]rade openness and economic growth do not automatically translate into poverty reduction and increased economic equity, especially in the short term. Particular individuals and groups within society may be affected differently by trade liberalization – some gain, some lose. Market-opening policies in developing countries and countries in transition must be accompanied by other policies and programs that ensure that the benefits of growth are shared equitably throughout society or, better still, are focussed directly on reducing economic disparities and eliminating poverty. Put another way, economic and social development must proceed hand in hand."


CIDA, along with other donors, has recently increased efforts to provide greater assistance in the area of Trade-related Capacity Building (TRCB).¹ CIDA defines TRCB as "activities that create the necessary skills and capacities among government, private sector and civil society actors to enable them to work together to: analyse, formulate and implement trade policy; to build trade-related institutions; to engage in trade and to supply international markets; to negotiate and implement trade agreements; and to address the need for transitional adjustment measures for sectors and groups of people affected by trade reform."

CIDA’s strategic approach to TRCB is based on the principle that trade should first and foremost serve the interests of human development, and that CIDA’s assistance should address the needs of developing countries for TRCB while at the same time strengthening the links between trade, economic growth and poverty reduction. In highlighting the human dimensions of trade, CIDA’s approach incorporates a gender-equality perspective as well as broader issues of human development and equity. CIDA’s mandate also requires that TRCB programming, in addition to any other objectives, pay attention to mitigating the negative impacts of trade liberalization on various groups in society. This includes support for policies and institutions that facilitate social and business adjustment and support for social groups that experience direct or indirect negative impacts of trade reforms.

CIDA is committed to integrating gender equality into all of its policies, programs and projects, particularly when developing new programming approaches.² The rationale for identifying gender equality as a cross-cutting theme for the Agency – a consideration to be taken into account in all programming – is that gender equality is an important development goal in its own right and is also closely linked with the achievement of other key goals, such as poverty eradication and economic growth.

This document provides a brief introduction to gender issues in trade liberalization. The text is followed by a table that highlights gender-equality issues, barriers and needs in relation to various aspects of TRCB programming and provides suggestions on how these concerns can be addressed. A final section lists Internet resources on gender equality and trade.

¹ Another commonly used term for trade-related programming is Trade-related Technical Assistance (TRTA). This usually refers to more short-term, focussed assistance. In this document, we use TRCB as a more inclusive term, which can encompass TRTA.

² CIDA’s Strategic Approach to Trade-related Capacity Building (TRCB). CIDA, Policy Branch, draft, 15 August 2003.

³ CIDA’s Policy on Gender Equality, CIDA, Policy Branch, 1999. The Agency’s Report on Plans and Priorities, 2002-2003, states that gender mainstreaming efforts will apply “particularly when new programming approaches, such as sectoral approaches with partners, are being undertaken.”
2. Why Gender Equality and Trade?


While trade liberalization has the potential to improve opportunities and incomes of some women and men, others will face increased risk and insecurity. The one area of general agreement about the impact of trade liberalization is that the process involves change and adjustment. As stated by the World Bank, trade liberalization “works” by encouraging a shift in labour and capital, and there will thus be gainers and losers, at least in the short-term. 4

No country undertaking trade liberalization does so from a starting point of equality between women and men. If women are disproportionately excluded from the benefits of trade liberalization, or bear a heavier burden of the costs of adjustment, the result will be an increase in gender inequality. This is not only costly for women, but it further complicates the challenge of poverty reduction. There is also some evidence to suggest that gender inequality itself limits growth, which may be a further constraint in achieving pro-poor impacts from trade liberalization.

Factors affecting the distribution of the costs and benefits of trade liberalization (i.e., who will gain and who will lose) are the assets and activities with which people have to begin. Those who already have access to markets, infrastructure and land are more likely to gain than those without. Some may gain through increased demand for the goods and services they produce. Others may stand to lose because they rely on sectors that become unprofitable, or because they are unable to capitalize on potential gains because of lack of market access or market failure. Gender differences and disparities cut across these factors in a number of ways. Consider, for example:

- Women and men tend to work in different sectors and produce different goods. Thus, women and men are likely to be found in different industries (e.g., more men in heavy industry and more women in light manufacturing) and in different jobs within the same industry (with women at the lower end of the responsibility and pay scales). Women are also more likely than men to be found in the informal sector. The impacts of trade liberalization by gender are therefore, in part, a reflection of the impacts of trade liberalization by industry and sector.

- Women have more limited assets than men, including land, capital, credit and marketable skills. Disparities in land, capital and credit may result from law or practice, or both, and are often exacerbated by gender disparities in access to education and training. As a result, women may be less able than men to take advantage of new employment and entrepreneurial opportunities that may be arise through trade liberalization. These constraints faced by women may also limit the effectiveness of trade policy changes; they mean that a significant proportion of the population may be unable to respond to the anticipated supply demands.

- Necessary but unpaid family labour is largely performed by women. Women continue to be responsible for a larger share than men of the work necessary to maintain families and the labour force (e.g., food preparation, household maintenance and care of the children and the sick). These tasks are a major part of women’s workloads. Where trade liberalization results in falling incomes, and greater pressures on women to increase income-earning activities, the result can be even greater pressures on women’s time and possibly health and, thus, an intensification of other forms of deprivation. Other coping mechanisms could include the withdrawal of girls from school to assist with household work, with a different set of long-term costs.

There is a growing body of research and information about the relationship between gender equality and the macro-economy, including trade policies and trends. The research

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increasingly suggests that this is a two-way relationship. Macro-economic policies and trends can have different impacts by gender because of differences in the way that women and men are integrated into the economy and the market. At the same time, gender biases in the functioning of markets may also have an impact on the effectiveness of macro-economic policy by limiting the capacity of individuals and the economy to respond in the manner anticipated.

Where trade policy institutions have the capacity to undertake gender-based analyses of trade policy measures and impacts as a matter of routine, they will be able to support decision-makers with policy advice and options that are consistent with gender equality objectives. This could be through a combination of enhancing positive impacts and taking steps to mitigate negative impacts. Policy approaches can aim for more effective and equitable trade policies through:

- including measures that enable women as well as men to benefit from opportunities associated with trade liberalization (i.e., measures that explicitly take account of the situation of women and the particular constraints they face); and

- mitigating potentially-negative effects on specific sectors and on women that would exacerbate existing gender inequality, through attention to the timing and phasing in of liberalization measures to allow for necessary adjustments and policy measures to support that adjustment process.

The capacity to conduct gender-based analysis of trade policy measures and impacts is therefore an important aspect of building capacity for trade policy in partner countries.

Governments, donors and NGOs are becoming increasingly aware of the uneven impacts of trade liberalization and, in particular, the costs, especially in the short term, of compensating for the negative impacts some groups and regions are likely to experience in the process. CIDA is already an active participant in a number of national and regional initiatives working toward a greater understanding of the relationship between trade and gender and of approaches that would enhance the positive impacts on women and, therefore, on reducing the gap between women and men.

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**INCREASED TRADE READINESS FOR ENTREPRENEURS IN CAMEROON**

Women entrepreneurs in Africa face many obstacles. They often have limited access to the training and information they need to market and sell their products internationally. They must also contend with trade policies that do not adequately take into account the needs of small and micro-enterprises, which are often run by women.

CIDA is supporting a project of the International Trade Centre to build the capacity of women entrepreneurs in Cameroon to develop their businesses internationally using new information and communication technologies (ICTs). The project will train women entrepreneurs to use ICTs to improve their purchasing and marketing activities, and will develop on-line databases to help women identify and secure sources of financing for their entrepreneurial activities in sectors such as agriculture, food processing and garments.

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**ASSESSING TRADE IMPACTS BY GENDER IN CHINA**

UNIFEM is collaborating with the Government of China on a project to investigate the differential impact of China's accession to the World Trade Organization (WTO) on Chinese women and men working in agriculture and industry. The initiative will build national capacities for gender-inclusive research, dialogue, advocacy and policy making in response to issues arising from accession.

The project involves Chinese researchers from a think tank within the State Development Planning Commission (now called the National Development Reform Commission), along with researchers from other Chinese government, non-government and academic organizations concerned with women's issues, and has also drawn on input from international experts.

The project is notable, not only for its concern with gender equality and trade, but also because it is a rare attempt to assess the human benefits and costs of trade liberalization in a context where its economic benefits are taken for granted.

*Project no. CPR/01/409, China’s Accession to WTO: Challenges for Women in Agriculture and Industry*
3. Types of TRCB Programming and Entry Points for Gender Equality

The table that follows identifies opportunities to ensure that programming contributes to gender equality goals and better development results in the context of CIDA’s TRCB programming. Relevant gender-equality issues, barriers and needs were identified by applying a “gender-equality lens” to typical activities included under various types of TRCB assistance. Suggestions are provided on possible ways that these concerns can be addressed and integrated into project design and activities.

Different categorizations of trade policy initiatives are currently in use, including a framework developed by the WTO and OECD and a somewhat different one that has been developed by CIDA (see “Categorizations of Trade-related Policy Initiatives” sidebar). The table in this document follows a middle ground and is organized as follows:

1. Trade policy and regulation
   1A. National trade and development policy capacity
   1B. Effective participation in international trade agreements (negotiation, implementation)
   1C. Business, social and work force adjustment related to trade policy

2. Trade development
   2A. Trade readiness programs
   2B. Transitional adjustments related to trade development (business, social and work force)

The table is not comprehensive, but is intended as a starting point when considering gender equality and TRCB. It is anticipated that this will provide adequate information for CIDA officers to initiate context-sensitive gender analysis. This would include consideration of the specific roles, needs and priorities of women and men related to trade in the particular sector and geographic context addressed in the project and the use of these findings in designing projects or project elements.

CATEGORIZATIONS OF TRADE-RELATED POLICY INITIATIVES

Most of the trade codes used by the OECD/WTO database, in particular those contained in the broad category of “Trade Policy and Regulations”, have been designed to enable donors to report on progress in meeting the specific negotiation areas identified in the Doha Declaration. By contrast, CIDA’s typology of trade-related needs is intended to provide an analytical tool for the spectrum of different kinds of needs. It is neither time-bound, nor subject/sector bound to the areas agreed to at Doha. The classification of the OECD/WTO and the typology of trade-related needs defined by CIDA are, therefore, a complementary but different way of looking at TRTA/TRCB.

To facilitate use of the attached table for both international reporting and for internal CIDA use, the two systems are briefly summarized below.

The WTO and OECD framework for reporting under the Doha Development Agenda uses two broad categories of TRCB (each broken down into sub-categories):

A. Trade policy and regulations:
   - including support to aid recipients’ effective participation in multilateral trade negotiations, analysis and implementation of multilateral trade agreements, trade-related legislation and regulatory reforms, trade facilitation including tariff structures and customs regimes and support to regional trade arrangements.
   - Human resource development in trade is also included.

B. Trade development:
   - including business development and activities aimed at improving the business climate, access to trade finance, and trade promotion and market development in the productive and services sectors, including at the institutional and enterprise level.

The categories in the CIDA framework are:

1. National trade and development policy capacity;
2. Trade readiness;
3. Effective participation in international trade agreements; and
4. Business, social and work force adjustment programs and policies.

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<td><strong>Trade mainstreaming in Poverty-reduction Strategy Papers (PRSPs) and development plans</strong>&lt;br&gt;Awareness raising; strengthening trade-policy process; integrating trade in development; and poverty-reduction strategies.</td>
<td>‣ A better understanding of the relationship between gender equality and trade policy will enable decision-makers to make more informed choices about trade policies, including choices about the pace, scope and sequencing of trade liberalization and the complementary measures required to enable both women and men to benefit from new opportunities and/or to adjust to the impacts of changes in trade regimes.&lt;br&gt;‣ PRSPs and national development plans rarely integrate gender-equality concerns.&lt;br&gt;‣ The links between gender, trade and poverty reduction are not well enough understood to ensure that trade-related strategies in PRSPs and development plans will have gender-equitable outcomes.&lt;br&gt;‣ Women are largely absent from the policy process: they are rarely involved systematically in the diagnosis of issues and policy formulation.</td>
<td>Policy-development processes:&lt;br&gt;‣ Support efforts to integrate sex-disaggregated data and gender-based analysis in trade-related aspects of PRSPs and development plans (i.e., in both the situation analysis and the measures proposed).&lt;br&gt;‣ Strengthen women’s roles and input in PRSPs, trade policy and trade review processes (e.g., by involving women’s organizations at all stages).&lt;br&gt;<strong>Analytical and technical capacities:</strong>&lt;br&gt;‣ Train government and NGO representatives to monitor gender-differentiated impacts of trade policy in the context of PRSPs/d Development plans.&lt;br&gt;‣ Raise awareness among government officials and decision-makers about gender disparities in roles, access to and control over resources and decision-making.&lt;br&gt;‣ Build capacity to analyse the impacts of trade liberalization by gender and to identify the compensatory or adjustment measures required to promote trade policies that meet development objectives related to gender equality as well as economic growth and poverty reduction.</td>
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<td><strong>Technical barriers to trade (TBT) and sanitary and phytosanitary measures (SPS)</strong>&lt;br&gt;Technical regulations and product standards, (e.g., protection of human health or safety, or plant life and health, or the environment).</td>
<td>‣ Barriers in accessing trade-related technical information and training are often more significant for women than men.&lt;br&gt;‣ Compared with those of men, women-owned export businesses are more often informal and/or smaller in scale and, therefore, may face greater difficulty in achieving compliance with standards and international competitiveness.&lt;br&gt;‣ Policy-makers do not have adequate information and analysis of gender inequalities related to safety and quality.&lt;br&gt;‣ In some export sectors most affected by TBT/SPS, such as horticulture, women predominate in the work force; they stand to benefit from improvements to standards but are also vulnerable to potential employment fluctuations caused, for example, by trade disputes related to standards.</td>
<td><strong>Analysis and formulation of standards:</strong>&lt;br&gt;‣ Build capacity of government, NGO and/or private sector to monitor impacts of rules and standards on female and male producers respectively.&lt;br&gt;‣ Promote improvement and regulation of health, safety and working conditions across the food-production supply chain, from farms to processing plants to wholesale and retail distributors, taking into account the particular issues and needs of producers and farm workers (considering men/boys and women/girls).&lt;br&gt;<strong>Information and training for producers:</strong>&lt;br&gt;‣ Ensure that projects identify and address any gender-based barriers to training and information.&lt;br&gt;‣ Ensure access of female producers/exporters (large and small) to training and information (e.g., targeted programs and information for female producers/exporters, bringing training to producers to address mobility restrictions, appropriate language to address education disparities).</td>
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### 1. TRADE POLICY AND REGULATION

#### 1A. NATIONAL TRADE AND DEVELOPMENT POLICY CAPACITY

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<td><strong>Trade-facilitation procedures</strong>&lt;br&gt; Simplification and harmonization of international trade procedures (e.g., customs or licensing procedures, transport formalities, payments, insurance); support to customs departments.</td>
<td>‣ For producers in the informal sector (among whom women predominate in most countries), the ability to export may be compromised by additional requirements and procedures; on the other hand, they may also benefit from simplification of procedures if this makes trade less complex. &lt;br&gt; ‣ Women traders frequently experience various gender-related difficulties in cross-border trade because of unequal access to information, harassment, safety issues, etc.</td>
<td>‣ Ensure that women are reached and women’s voices heard in any public consultations or awareness campaigns. &lt;br&gt; <strong>Compliance by producers:</strong> &lt;br&gt; ‣ Provide direct assistance to female and male low-income producers or SMEs in complying with standards.</td>
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<td><strong>Tariff reforms</strong>&lt;br&gt; Development of simple, transparent and low uniform tariff regimes that minimize discrimination between production for domestic or export markets, and between purchases of domestic and foreign goods.</td>
<td>‣ The impacts of tariff reform on male and female producers and workers may differ, depending on their respective niches in various industries, size of enterprises, capacity to export, ability to compete with imports, etc. (e.g., where women producers tend to produce for domestic markets, they might be disproportionately affected by increased foreign sourcing and higher cost of inputs); employment for women workers might increase in export-oriented industries but there may be gender-based inequalities in the quality of employment created (e.g., gender wage gaps might broaden in order to keep exports competitive). &lt;br&gt; ‣ Impacts of tariff reforms on men and women as consumers may also vary. &lt;br&gt; ‣ Reduced revenue from tariffs may induce governments to cut social spending, with particular consequences for women in their productive and reproductive roles.</td>
<td><strong>Analysis of impacts of changes in procedures:</strong> &lt;br&gt; ‣ Analyse impacts of changes for women and men respectively to determine whether there are differential impacts by gender for producers and exporters. &lt;br&gt; <strong>Information programs for traders:</strong> &lt;br&gt; ‣ Ensure that any public information programs address specific needs of female and male traders, producers and exporters. &lt;br&gt; <strong>Administration of customs departments:</strong> &lt;br&gt; ‣ Train customs officials to address barriers women face in cross-border trade, including harassment of female traders by customs officials. &lt;br&gt; ‣ Promote gender equity in human resource management.</td>
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**Analytic and policy capacity:**<br> ‣ Build capacity to analyse the gender-differentiated trade and revenue effects of the tariff-reform program (impacts on women and men as suppliers, producers, exporters, workers and consumers.)<br> ‣ Support development of mitigating measures based on this analysis.
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1A. NATIONAL TRADE AND DEVELOPMENT POLICY CAPACITY

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| Trade and environment     |  › There are some sectors (e.g., non-traditional agriculture/horticulture) where female labour predominates and where environmental/health issues such as pesticide use are particularly critical. Child labour is also widely used in these sectors in many countries.  
   › Examples of areas where gender-sensitive environmental analysis is particularly relevant – biodiversity; women’s and men’s access and control over genetic resources; environmental and public health implications (positive and negative) of trade intensification (e.g., use of safer pesticides in horticulture). | Environmental reviews:  
   › Ensure that environmental reviews are based on sex-disaggregated data and take account of gender differences in roles, activities, resources etc. (e.g., by providing technical assistance to reviewing agencies).  
Environment and health/safety standards:  
   › Environmental requirements can be used to promote better health and safety standards and enforcement for male and female workers (including boys and girls) in industry and agriculture in exporting countries.  
Policy coherence:  
   › Support aimed at increasing policy coherence at the national level between environment and trade agencies/ministries must also ensure coherence with other international agreements, including those on gender equality. |

1B. EFFECTIVE PARTICIPATION IN INTERNATIONAL TRADE AGREEMENTS (NEGOTIATION, IMPLEMENTATION)

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| Regional trade agreements (RTAs)  
Support to RTAs; elaboration of rules of origin and introduction of special and differential treatment in RTAs; assistance to developing countries to participate effectively in RTA negotiations and prepare to take advantage of agreements (including negotiating strategy, negotiations, implementation).  
Gender equality issues raised elsewhere are also relevant for RTAs: lack of capacity for analysis and monitoring of gender and social implications of agreements, lack of input from women, absence of women on decision-making and negotiating teams.  
Women’s NGOs and advocacy groups in both North and South have been active in monitoring the gender equality implications of various RTA processes and advocating for greater gender responsiveness and inclusion of women. | Policy decision-making processes:  
   › Assist governments, NGOs, women’s advocacy groups and business groups to ensure women’s participation and input to RTA negotiations, regional and international trade meetings, seminars, etc.  
   › Promote gender equality in staffing of RTA secretariats and on relevant boards and committees.  
   › Promote greater participation of women on RTA negotiating and decision-making bodies.  
Support existing initiatives such as APEC Framework for the Integration of Women, initiatives to integrate gender concerns in FTAA, especially by supporting participation by women’s organizations and advocacy groups in developing countries.  
Increase awareness of gender equality-policies of regional blocs and how these gender-equality policies can be reflected in agenda setting for regional trade policies and priorities.  
Capacity for monitoring:  
   › Capacity-building of governments, NGOs (including women’s groups) and the private sector for gender-sensitive monitoring of impacts of RTAs in different member countries. |
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| WTO accession             | Changes in laws, regulations, policies and procedures that are necessary for compliance with WTO membership will have differential impacts on women and men which need to be monitored and addressed. In particular, legislation and policy that guarantees women’s rights (e.g. labour rights, pay equity, affirmative action) might need to be safeguarded. The Trade Policy Review (TPR) mechanism currently makes no attempt to integrate gender analysis. Questions of gender bias and gender inequality are relevant when considering impacts of trade policy reform (e.g. what are the effects on employment patterns of women and on income generation?). | Policy and legislative analysis and formulation:  
- Support sex-disaggregated data collection and gender-sensitive analysis of the differential impacts of changes on women and men, and mitigating measures.  
- Support research and advocacy by governments, national/international NGOs and women’s groups related to gender impacts of accession.  
- Ensure that any new or revised legislation is both consistent with WTO regulations and supports international obligations such as CEDAW. |
| Dispute settlement        | There are few if any women on dispute-settlement bodies. Access to dispute settlement and counsel is unequal and it may well be that women are disadvantaged in the process. | Membership of dispute-settlement bodies:  
- Support efforts of advocacy groups to increase female representation on WTO decision-making and dispute-settlement bodies. Monitoring of decisions:  
- Support women’s groups and advocacy organizations in monitoring dispute-settlement processes and outcomes, analysing implications for female and male producers and traders that result from decisions. Related national frameworks:  
- Assistance in ensuring that legal policy, regulatory and institutional frameworks are changed to be in full conformity with these agreements and are appropriate for women and men. |
| Trade-related intellectual property rights (TRIPS) | There are concerns that TRIPS will disadvantage women in a number of ways. Particular areas of concern are:  
- public health/access to affordable drugs and devices, including those for reproductive health;  
- access to genetic resources;  
- inequalities between men and women in transfer of technology;  
- protection and enhancement of traditional knowledge of women and men; and | Analysis of impacts:  
- Analyse impact of TRIPS rules on women and men respectively to identify whether there are different impacts in particular sectors.  
- Identify specific barriers faced by female producers and women-owned businesses in relation to technology, industrial design, etc.  
- Analyse impacts of TRIPS on health of women and men, girls and boys, including reproductive health (e.g., accessibility and cost of drugs and treatments, impacts on responsibilities of women as caregivers). |
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| prevention of their abuse; strengthening of intellectual property offices. | protection for patented or trademarked imports in preference to cheaper, more readily-available and perhaps more beneficial, local and traditional products and remedies will have specific impacts on women in their domestic and community roles (e.g., infant formula, generic drugs, traditional medicines). | Policy measures:  
- Protect female and male indigenous rights and knowledge (e.g., traditional medicine, genetic resources).  
- Ensure that legislation is both consistent with TRIPS and supports international women’s rights obligations such as CEDAW. |

**Agriculture**
Implementation of the Agreement on Agriculture (AOA). Negotiations on liberalization in agricultural markets; impact analysis.

- Women are responsible for some 60-80 percent of food production in developing countries and are the primary producers for the domestic market and for household food needs. The AOA focuses on opening markets for agricultural products. If this puts local producers in competition with cheaper food imports, women will be particularly affected. If this results in lower incomes and lower production, it also has implications for food consumption and food security.
- Women may be particularly ill-equipped to compete with imports because of their position in small-scale, low-technology operations, their lack of decision-making power, unequal land rights, limited access to credit, etc.
- In some regions, trade changes have opened new export markets for developing countries in areas such as horticulture, fruits, shellfish, etc., and this has been associated with increased demand for labour, particularly female labour. This has provided new employment and income opportunities. However, job stability and pay levels, as well as pay disparities between women and men, remain issues to be monitored.
- Women, especially rural women, are rarely involved in or have input to negotiations.

Analysis of impacts/capacity for analysis:
- Capacity development for gender-based analysis, i.e., effect of gender differences in access to and control over resources, land, capital and credit (e.g., discriminatory legal and customary barriers to credit or land ownership) and on farmers’ ability to function under AOA rules in the different sectors potentially affected by the AOA.
- Analyse how male and female farmers and consumers will be differently affected by cheaper imports and/or removal of domestic supports.

Complementary measures:
- Support improved gender-sensitive social safety nets and other mitigating measures for rural populations negatively affected by the AOA.
- Support programs to provide information, training and resources to assist both male and female farmers in improving their export capacity, access to markets, access to market information, etc., with particular attention to ensuring equitable access to these programs by women and that the programs address the specific needs of women farmers.
- Ensure that changes to subsidies are applied fairly and do not discriminate against small farmers, especially women.

Negotiation processes:
- Ensure rural women’s and men’s voices are heard by trade negotiators (e.g., by supporting NGOs and advocacy groups’ participation in consultations).
- Support communication/input between female agricultural producers and trade negotiators.
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| Services                  | There is a need to identify and address trade-related issues for male and female workers in the service sector: jobs, wages and working conditions for women and men in service work; gender-based barriers to migration, recruitment practices, access to information on opportunities and processes, labour and human-rights protection for overseas workers, cost of remittances, etc. | Impact analyses:  
  - Analyse differential impacts of GATS on women and men in different service sectors, e.g. relative ability to compete with foreign providers, relative ability to export services, impacts on women’s and men’s employment, work conditions and wages, and ensure that this analysis is integrated in design of interventions.  
  - Analyse impact of trade measures on accessibility and prices of essential services such as water energy, health care, education, and impact on women’s and men’s productive, domestic and reproductive roles. |
|                           | Critical services such as water, energy and health care may all be open to trade, with possible implications for access, availability and costs of services, especially for the poor. These effects may differ for men and women because women shoulder primary responsibilities for household and community management; reduced availability or affordability of services need to be compensated for in household level provision and thus are likely to result in increases in women’s paid and unpaid work and overall time burden. | Negotiation processes:  
  - Ensure female participation and representation of women’s priorities and interests in GATS negotiations. |
| Trade and investment      | There are many concerns about the impacts of investment regimes on women in developing countries. Precise impacts will depend on the nature of the multilateral framework that is negotiated and the ability of governments to maintain their flexibility to safeguard domestic development priorities. | Credit markets:  
  - Ensure that liberalization of domestic credit market or changes in bank/financial regulations do not further constrain women’s access to credit.  
|                           | Foreign direct investment impacts on national economies, particularly by providing jobs for women in export-oriented sectors. These opportunities, however, often are not gained without some costs (e.g., in labour rights or wage gaps between men and women). | Safeguarding workers and producers:  
  - Support measures to safeguard male and female workers in foreign-invested industry and export sectors, as well as in domestic markets (including enforcement of labour standards and anti-discrimination rules, protection of labour rights).  
  - Support efforts of developing-country governments to safeguard their right to promote development of disadvantaged groups or regions (e.g., through programs to nurture women-owned businesses, credit programs, etc.). |
|                           | Impact analyses:  
  - Analyse and address differential impacts of international investment on women-owned, small- and medium-sized businesses supplying domestic markets. | Negotiation processes:  
  - Ensure that women’s voices are heard in negotiations and policy-making on investment. |
### 1. TRADE POLICY AND REGULATION

#### 1B. EFFECTIVE PARTICIPATION IN INTERNATIONAL TRADE AGREEMENTS (NEGOTIATION, IMPLEMENTATION)

<table>
<thead>
<tr>
<th>TYPES OF TRCB PROGRAMMING</th>
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</table>
| Tariff negotiations – non-agricultural market access | As with other agreements, the potential impacts on female and male producers, workers and business owners are likely to be different and need to be analysed and addressed. | Analysis of impacts/capacity for analysis:  
- Strengthen capacity to analyse and address differential impacts of tariff changes and market access on female and male non-agricultural producers (e.g., do women-owned businesses have equal capacity to compete with foreign firms, either locally or overseas?). |
| Implementation of the agreement on contingent trade remedies. Negotiations on reduction or elimination of tariffs, tariff peaks and tariff escalation on non-agricultural products. | Women are likely to be absent from negotiating and dispute-settlement bodies, and have inadequate input to negotiating and dispute-settlement positions. | Adjustment measures:  
- Special assistance to women-owned firms, co-ops, etc.: in identifying markets and products of export interest, product development, trade fairs.  
- Provide support in identifying markets and products of interest to women traders/ producers/ entrepreneurs. |
| Rules | Women are largely absent from rule-making bodies, and have inadequate input to negotiating positions. | Analysis of impacts/capacity for analysis:  
- Strengthen capacity for analysis of differential impacts and application of rules to women and men (e.g.: how will male and female producers be affected, will there be employment effects for male and female workers, how does this compare between males and females, etc.?). |
| Negotiations and preparation of laws and regulations on anti-dumping, subsidies, countervailing measures and safeguards; clarification and improvement of disciplines on unfair trade practices; support to investigating authorities. | As with other areas, the potential impacts of new or revised laws and regulations on female and male producers, workers and business owners are likely to be different and need to be analysed and addressed. | Policy and decision-making processes:  
- Ensure that women (through government, NGOs and advocacy groups) have input to legislation, negotiations and national strategies.  
- Support the establishment of national investigating authorities that also examine the differential impact of rules on women and men.  
- Support participation by both women and men in WTO rules’ negotiations. |
| Training in trade-negotiation techniques | Women are significantly under-represented in trade-negotiation teams. | Representation/participation in negotiations:  
- Ensure that both women and men are equally represented in programs aimed at building skills and knowledge of trade communication.  
- Ensure that women and men have equal access to training and positions. |
| Specialized and customized programs to train trade negotiators, increase knowledge and skills in trade communication; build capacity to participate effectively in international trade negotiations. | Women’s issues and priorities are rarely represented in trade negotiations. | Remove any barriers to training and promotion of female personnel. |
| | Organizations representing women, the poor and other groups are often not included in consultations to generate negotiating positions that are consistent with national development plans and trade policy, and take a full range of national interests into account. | Ensure that processes to develop negotiating positions include participation from otherwise-marginalized groups. |
| | | Training of negotiators:  
- Increase awareness of gender and trade issues among both male and female negotiators.  
- Build the capacity of men and women to participate effectively in international trade negotiations. |
### 1. TRADE POLICY AND REGULATION

#### 1C. BUSINESS, SOCIAL AND WORK FORCE ADJUSTMENTS RELATED TO TRADE POLICY

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| **Trade and competition** | › There needs to be greater recognition that different groups in society, based on class, gender, race, ethnicity, religion, etc., fare differently under greater competition, and that there may need to be mitigating measures to ensure that priorities such as equity, poverty reduction and human development are addressed. | **Analysis of coherence with development:**  
› Ensure that analysis of relationships between competition policy and development is gender-sensitive and based on sex-disaggregated data. |
| **Transparency and government procurement** | › Government contracts comprise a large portion of developing countries’ GDP and are generally reserved for domestic suppliers. International competition will potentially affect women who provide low-cost, labour-intensive support services (such as hospital services, school lunch programs, etc.). Such services are important sources of income for female entrepreneurs and jobs for low-income women. They may have particular difficulty complying with new procedures, or may be unable to compete with international providers.  
› Governments may use procurement contracts as social policy instruments (e.g., by giving preference to local firms, quotas for women-owned firms, etc.). | **Analysis of impacts/capacity for analysis:**  
› Analyse differential impacts of liberalization on female and male domestic suppliers.  
**Supporting/protecting domestic suppliers:**  
› Ensure that competition in government procurement does not disproportionately affect female domestic suppliers (e.g., by assisting them to understand and comply with tendering procedures or procurement regulations).  
› Support efforts to retain preferential treatment of certain groups of suppliers for social-policy reasons. |
| **Trade education/training** | › Women and men do not always have equal access to training programs, because of academic prerequisites, women’s time commitments, under-representation of women in source groups, etc.  
› Because of different positioning in trade, women’s and men’s training needs may be different in some respects, although they will overlap. | **Analysis and response to particular needs:**  
› Analyse differential needs of women and men for trade-related training.  
› Promote gender equality in access to training programs, identifying and addressing any gender-based barriers.  
› Support targeted training programs for women where that need is identified. |

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1. TRADE

Programming

Support for progressive reinforcement of competition institutions, strengthening anti-trust laws and eliminating local monopolies.

Support for progressive reinforcement of competition institutions, strengthening anti-trust laws and eliminating local monopolies.

Government agreements; strengthening of procurement agencies; WTO Agreement on Government Procurement.

Identification of negotiating options for transparency in government procurement; preparation of draft legislation; strengthening of government procurement agencies; modernization of government procurement agencies; WTO Agreement on Government Procurement.

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2. TRADE DEVELOPMENT

2A. TRADE READINESS PROGRAMS

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<td>E-commerce</td>
<td>Because of differences in economic status, education, jobs and gender roles, women and men tend to have unequal access to ICTs and to training for ICT employment.</td>
<td>Support programs that analyse and eliminate gender-based barriers to ICTs and training in ICT-related industries.</td>
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<tr>
<td>Trade finance</td>
<td>There are discrepancies between men’s and women’s access to credit and financing, both formal and informal, which affect women’s and men’s ability to participate in trade.</td>
<td>Support to entrepreneurs: Support programs that address unequal barriers to trade-related credit and financing for women entrepreneurs. Support programs that target sectors in which women predominate as entrepreneurs.</td>
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<tr>
<td>Sector-based trade promotion strategy and implementation</td>
<td>Trade liberalization can potentially expose exporting countries and investors to international pressure to implement codes of conduct and international agreements (e.g., social clauses in trade agreements, ILO conventions) as well as to strengthen enforcement of national legislation in export sectors. This will benefit both male and female workers and entrepreneurs but may have particular benefits for women whose labour rights tend to be more vulnerable to abuse. Labour rights are increasingly seen as a trade issue, given the demand in many countries for goods that are produced in conformity with basic international labour codes and standards.</td>
<td>Policy and decision-making processes: Ensure that women (producers, workers, entrepreneurs and policy-makers) and women’s advocacy organizations are appropriately involved in consultations and decision-making on work force development, trade strategies, etc. Policy and strategy issues: Support fair-trade schemes that ensure equal compensation for male and female producers. Support gender-sensitive analysis and planning of training and work force development strategies and programs, paying particular attention to the needs and priorities of both women and men. Support efforts of NGOs, governments, trade organizations, unions and the private sector to develop codes of conduct and implement international agreements. Ensure that export-development strategies are based on employment equity and elimination of gender wage gaps.</td>
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2. TRADE DEVELOPMENT

2A. TRADE READINESS PROGRAMS

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| fair-trade standards.     | Trade strategies are often “gender-blind” – designed without consideration for the specific roles, contributions and needs of male and female entrepreneurs, workers and producers, and without adequate participation of women and women's groups. | Supporting entrepreneurs:  
  - Ensure that projects/programs analyse and address specific needs of male- and female-owned businesses related to market analysis and development.  
  - Support gender-sensitive participatory needs assessment and planning to ensure that women-owned businesses are consulted and participate in decision-making. |
| Market analysis and development | Differences between male- and female-owned businesses (related to scale of enterprise, international experience, sectoral specializations, etc.) can mean differences between women's and men's access to market information as well as their capacity to respond to that information. | Policy formulation  
  - Mainstream gender analysis in all policy and program design.  
  - Support research into gender characteristics of marketing structures and use findings to design effective, gender-responsive policies to expand the production of export and domestic crops.  
  - Services to producers:  
    - Support women producers in market analysis and export development.  
    - Design trade-development programs that take into account the specific trade-related constraints of women producers in these industries.  
    - Ensure that training programs and agricultural extension are tailored to the specific needs and priorities of women and men. |
| Trade development in agriculture/forestry/fishing | The ability of women producers to engage in trade, to expand non-traditional agricultural exports and generate sufficient surplus to re-invest in non-traditional export crops, as well as to meet subsistence and household needs, is constrained by a number of factors, including scale of operations, time constraints because of multiple roles, unequal access to credit and gender roles which act as barriers to business development (e.g., in some cultures it is customary for women to engage in crop production, but not animal husbandry, or to be barred from marketing). | |
## 2. TRADE DEVELOPMENT

### 2A. TRADE READINESS PROGRAMS

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| **Trade development in industry**  
Includes industrial policy and administration; industrial sector policy, planning and programs; institution capacity building and advice; SME development (direct support including accounting, auditing and advisory services); cottage industries and handicraft; support to individual industrial sectors; technological research and development. | ▶ Women comprise a substantial proportion of the micro- and small-enterprise sector but the importance of this work tends to be ignored in policy discussions.  
▶ Strong export performance in developing countries has consistently relied on low-paid, female labour in export-manufacturing sectors. Wages and working conditions for female workers in export-manufacturing industries are often poor, sometimes contravening national labour laws and codes, especially in export-processing zones. | ▶ Mainstream gender analysis in all policy and program design.  
▶ Strategies for support to SMEs should also consider the micro-enterprise sector, and take into account the particular constraints and opportunities of women in this sector.  
▶ Industrial policy programs should emphasize protection of labour rights as a long-term strategy. |
| **Trade development in tourism**  
Includes tourism policy and administrative management. | ▶ In developing countries, the tourism work force is highly segregated by gender/ Tourism is an important source of employment for women, but low-wage, menial jobs tend to be predominantly female in the informal sector, while higher-status and better-paying jobs in the formal sector tend to be predominantly male.  
▶ International tourism development has the potential to expand avenues of exploitation of women and girls.  
▶ Tourism policy is often formulated without taking into account the needs and priorities of women in the sector. | **Policy analysis/capacity for analysis:**  
▶ Support capacity for gender analysis and gender-sensitive tourism development (e.g., taking into account the segregation of the work force by gender, and ensure that the jobs created for both women and men offer reasonable pay, working conditions and potential for advancement).  
**Policy/strategy issues:**  
▶ Support governments and industry in developing strategies to avoid the exploitation of women and girls in tourism development, including enforcement of human rights accords. |
| **Trade development in services**  
Provision, storage, communication and dissemination of information and advice that can be traded, including services in communications, transport, energy, construction, information technologies, education, health, culture, audio-visual, social and legal services. | ▶ Services are highly segregated according to gender (e.g., the education, health and social services sectors are dominated by women, others by men). Trade development programs, to be effective, must take these patterns into account and develop strategies appropriate to the circumstances of male and female service providers.  
▶ See Section 1B (Effective Participation in International Trade Agreements )? for other relevant issues. | **Policy analysis/capacity for analysis:**  
▶ Build capacity to mainstream gender-sensitive analysis in all policy and program design and implementation.  
**Support to entrepreneurs, employees:**  
▶ Ensure that women and men have equal opportunity to participate in (especially as decision-makers) and benefit from programming, including provision of specific programming for women entrepreneurs in service sectors.  
▶ Ensure that women and men have equal access to better, well-paying jobs in services (e.g., by supporting work force development programs that emphasize gender equality). |
### 2. TRADE DEVELOPMENT

#### 2B. TRANSITIONAL ADJUSTMENTS RELATED TO TRADE DEVELOPMENT

**(BUSINESS, SOCIAL AND WORK FORCE ADJUSTMENT)**

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| **Business support services and institutions**  
Support to trade and business associations, unions, chambers of commerce; legal and regulatory reform aimed at improving business and investment climate; private-sector institution capacity-building and advice; trade information. | - Labour rights of both men and women may be affected by trade liberalization (e.g., equity legislation may be waived or ignored to attract investment or to keep production costs low).  
- Women working in the informal sector and as home-based workers are particularly vulnerable to rights' abuses.  
- Women workers in export-processing zones and in the industrial agriculture/horticulture sector have specific needs with regards to labour rights.  
- Strong export performance in developing countries has consistently relied on low-paid, female labour in manufacturing sectors. As a result, the issue of wages and working conditions for developing countries has important gender-equality dimensions.  
- Labour rights are increasingly seen not only as an issue of rights, but also as a trade issue, given the demand in many countries for goods that are produced in conformity with basic international labour codes and fair-trade standards. Trade liberalization can expose exporting countries and investors to international pressure to implement codes of conduct and international agreements (e.g., social clauses in trade agreements, ILO conventions) as well as to strengthen enforcement of national legislation in export sectors.  | **Protection of labour rights:**  
- Support efforts of unions, NGOs, government and private sector to protect labour rights in the context of improving the business and investment climate.  
- Ensure protection of rights of women workers in home-based production and the informal sector linked to industrial agriculture, manufacturing and service activities globally.  
- Ensure the specific needs and issues of women workers in export-processing zones and industrial agriculture are addressed. |
| **Public/private sector networking**  
Tools and mechanisms for improved dialogue and resource sharing between public and private sector (and within the private sector) at the national, regional and global levels, including trade fairs. | **Participation in networking:**  
- Ensure that women’s organizations, professional and entrepreneur groups are included in dialogue and decision-making.  
- Support participation of women’s organizations in national, regional and global activities (e.g., trade fairs). |
## 2. TRADE DEVELOPMENT
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#### (BUSINESS, SOCIAL AND WORK FORCE ADJUSTMENT)

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</table>
| Business and labour adjustments | Business and labour force adjustments cut across all categories of TRCB insofar as they deal with uneven access to the benefits of trade liberalization, including gender inequalities. Smaller, poorer, developing countries have particular difficulty fostering sustainable business and employment opportunities, especially for small- and medium-sized enterprises (the majority of women-owned enterprises). Responses to these needs will have to be tailored to the specific needs of different occupational groups, as identified through gender-sensitive economic and social analysis. | Policy and program analysis and planning:  
- Ensure that gender analysis is mainstreamed in all policy and program analysis, development and implementation.  
- Tailor programs to specific needs and constraints of women and men in the target groups, as identified by gender-sensitive analysis and participatory needs-assessment. |
| Social groups | Social groups under stress from poverty may be adversely affected by trade liberalization. Within these groups, women may be particularly vulnerable. To minimize negative impacts, there will be a need for social safety nets and other policies that address gender-differentiated problems of landholding, housing, health, education, social services and employment opportunities. Countries may wish to include in their social safety nets policies addressing the distinct needs of women as a group, as well as women and men among the disabled, members of national and cultural minorities, the rural and urban poor and other vulnerable groups. | Policy analysis/capacity for analysis:  
- Support gender-responsive policy analysis and development.  
- Build a capacity to integrate gender-equality issues in the analysis and planning of all trade-related social safety net programs.  
- Support programs that address the specific impacts and needs of poor women and men related to trade liberalization. |
### SELECTED RESOURCES

| **Web sites on gender and trade** | - International Gender and Trade Network: [www.genderandtrade.net](http://www.genderandtrade.net). On this website, see “On-line Learning Project” on GATS designed to develop the capacity of NGOs and citizens to analyse the gender dimensions of trade in services. [www.genderandtrade.net/EconoLit/Literacy.html](http://www.genderandtrade.net/EconoLit/Literacy.html), also periodic bulletins found at [www.genderandtrade.net/Bulletins/Bulletins.html](http://www.genderandtrade.net/Bulletins/Bulletins.html) which includes, for example, an issue on gender and the Multilateral Investment Agreement (MIA) (March 2003).
- WIDE Network Women in Development Europe: [www.eurosur.org/wide](http://www.eurosur.org/wide)
- Informal Working Group on Gender and Trade (IWGGT), “Gender, Trade and the WTO”: [www.poptel.org.uk/women-ww/gender_trade_and_the_wto.htm](http://www.poptel.org.uk/women-ww/gender_trade_and_the_wto.htm) |
- Commonwealth Secretariat Guides to Gender Mainstreaming (prepared to support action in response to the call by Commonwealth Heads of Government for further efforts to mainstream gender in all policy and program initiatives), including guides related to Trade and Industry, Finance, Development Planning, available from: [www.thecommonwealth.org/gender/publications/gender_manage_pdfs.htm](http://www.thecommonwealth.org/gender/publications/gender_manage_pdfs.htm) |
<table>
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<tr>
<th>Gender and regional agreements</th>
<th>APEC</th>
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<tbody>
<tr>
<td>APEC Framework for the Integration of Women in APEC and Ad Hoc Advisory Group on Gender Integration (advisory group focuses on effective implementation and has also undertaken a sex-disaggregated data project. <a href="http://www.gender.go.jp/english_contents/apec/frame_work/a.html">www.gender.go.jp/english_contents/apec/frame_work/a.html</a> and <a href="http://www.nsi-ins.ca/ensi/pdf/gender_integration.pdf">www.nsi-ins.ca/ensi/pdf/gender_integration.pdf</a></td>
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<th>FTAA</th>
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<tr>
<td>International Gender and Trade Network (IGTN) gender analysis of the latest FTAA agreement (with observations that are relevant to all multilateral trade agreements). <a href="http://www.igtn.org/FTAA/FTAAResources.htm">www.igtn.org/FTAA/FTAAResources.htm</a></td>
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Gender Equality Division
Policy Branch
CIDA

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