
7. Strategies and Recommendations for Integrating Gender into the MTS

Introduction

This chapter presents guidelines, key questions, strategies and recommendations. These are intended to assist policy-makers, trade negotiators and programme managers in integrating gender sensitivity and gender equity into trade policy design and implementation at the national, regional and multilateral levels.

The first section presents a framework for policy and programme design regarding gender and trade based on the discussion in Chapters 2–6. The next section offers a number of strategy sets and action areas based on the changes that trade liberalisation may bring about at the national level. A number of recommendations are then provided regarding: (a) gender-sensitive, sector-specific strategies for liberalisation in agriculture, investment, intellectual property rights (IPRs) and trade in services; and (b) the inter-linkages between trade liberalisation, development co-operation and sustainable development.

The chapter then draws on the discussion on governance in the first two chapters to present some pointers for promoting greater participation in the formulation and implementation of trade policy at the national, regional and WTO levels. The final section focuses on the role that inter-governmental organisations such as the Commonwealth Secretariat can play in contributing to gender-sensitive and gender equitable trade policy.

A Framework for Policy Analysis and Programme Design

A central goal of trade policy should be to achieve the maximum possible gender equitable, social and human develop-

ment in the context of environmental/ecological sustainability and food security. Successful achievement of this goal with regard to gender equality requires that policy-makers understand and take action on at least four broad inter-relationships underlying trade, gender and the economy.

1. Trade measures impact on and are affected by historical and structurally-reinforced gender rigidities regarding:
 - *entitlements/rights*: food, land, medicine and other social and cultural assets;
 - *capabilities*: education, skills, training, access to technology, etc.;
 - *functioning*: health, nutritional status, access to essential services and participation in decision-making and governance.
2. Trade measures impact on the multiple, interconnected and interdependent aspects of the economy:
 - unpaid labour/social reproduction;
 - labour, commodity and other resource markets;
 - credit and access to economic resources;
 - production/distribution – both monetary and non-monetary exchange;
 - domestic law, policies and programmes (government services) and taxation/expenditures.
3. As a result of 1 and 2 above, changes in trade policy may introduce for men and women, firms and governments:
 - new opportunities and/or the expansion of opportunities and new areas of involvement;
 - contraction or destruction of some existing opportunities;
 - a new legal framework that changes entitlements, rights, responsibilities and access to assets and government services.

4. As a result of 1, 2 and 3 above, changes in trade policy impact on:

- accumulation/growth (national and private);
- livelihoods/provisioning;
- poverty (exacerbation/creation/eradication);
- social and human development;
- gender equality/equity;
- environment/ecology.

Items 1, 2 and 4 have already been expanded on in previous chapters and so will not be revisited here. Instead the following section explores the three possible effects of changes in trade policy listed under item 3. Each of them generates a set of questions and resulting action pointers and guidelines.

Strategy Sets, Key Questions and Action Areas

Strategy set 1: When there are new or expanded opportunities

Changes in trade policy may introduce new opportunities and/or the expansion of opportunities and new areas of involvement for men and women, firms and governments. In order to determine how to maximise the gains from trade liberalisation so as to promote the social and economic empowerment of women, there should be particular emphasis on the following questions:

- What are the directly and indirectly created new opportunities and new areas of involvement available to men and women in the formal and informal sectors?
 - What assets, skills and training are required for successful involvement in these areas?
 - How are men and women positioned to take advantage of these new opportunities?
 - Are the responses of men and women the same or different, and if so why?
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- What are the challenges and constraints faced by men and women?
- What programmes or measures will mitigate these challenges and constraints?

Action areas

- Programmes to promote men's and women's access to resources including technology and equipment.
- Education, skills and training for men and women to take advantage of new opportunities and openings.
- Re-thinking and reconstituting the provision of government services (day care, health care, subsidisation of basic services, etc.) in order to help women meet their multiple obligations.
- Gender-sensitive and gender equity-oriented modification of trade rules/other policy areas.
- Programmes and policies to remove or offset the information bias that women face relative to men in terms of credit, government services and technology.

Strategy set 2: When there is contraction or destruction of opportunities

Trade liberalisation may cause the contraction or destruction of existing opportunities for men and women, firms and governments. In order to minimise the negative effects so as to promote the social and economic empowerment of women, there should be a particular emphasis on the following questions:

- What areas of production and employment are suffering as a consequence of the new trade measures?
- Which sex was most dominant in that area or was most disadvantaged by the change?
- What were the responses of men and women to the change?
- What are the impacts on the informal and household economies?

- How has this impacted on men's and women's responsibilities and access to assets?
- What programmes or policy measures can be devised to improve the welfare loss to the different groups?

Action areas

- Survey and assessment to determine the exact nature and causes of negative impacts on men and women.
- Proactive measures in the areas of job training/skills development and upgrading.
- Proactive and supportive measures to bolster women's access to credit, technology and marketing knowledge.
- Grants and low interest loans to small enterprises disadvantaged by trade liberalisation.
- Modification of trade measures to limit the negative impact on the disadvantaged groups.

Strategy set 3: Protecting entitlements, rights, responsibilities and access to assets and government services

In order to ensure that institutional and legal changes caused by trade liberalisation agreements do not undermine the social and economic empowerment of women, there should be a particular emphasis on the following questions:

- What are the customary and contemporary legal rules and practices that are obstacles to women's access to education, land rights/tenure, training, technology and labour market opportunities?
- How are labour laws and/or IPR rules disadvantaging men and women? Are the disadvantages the same for women and men? What changes or offsetting policy mechanism would eliminate the disadvantages for men and for women?

Action Areas

- Reforming/repealing laws that are injurious to women's short-term and long-term interests.
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- Creating provisions in IPR laws that recognise women's contribution, traditional knowledge, access to seeds and need for other resources and technological transfer.

Recommendations on the Substantive Content of Trade Policy

Agriculture

Key areas of concern from a gender perspective: food security, food sovereignty, rural development and sustainable livelihoods.

National level recommendations

- Provisions and programmes to protect food that is critical to the daily subsistence of women, children and families.
- Programmes and policies for protecting domestic agriculture from dumping of food items from the North.
- Better co-ordinated and gender-sensitive provision of agricultural extension services.
- Protection for women farmers and smallholders to avoid unemployment, poverty and food insecurity – a clear distinction should be drawn between the production of staple food crops for domestic consumption and the production of other crops for export.
- Countries should plan and budget for food security, just as they do for national security.

International and regional level recommendations

- Support for development and food security provisions within the AOA framework, including:
 - a) special measures to meet the concerns of women farmers;
 - b) attention to and remedies for the dual effects of IPR regimes and services liberalisation, specifically water and energy, on agricultural production and outcomes (and the gendered nature of such outcomes).

- Exclusion of food products in countries in the South from the discipline of import control, and domestic support to ensure food security (accessibility, affordability and adequate nutrition). Food security should be seen as a 'right' and measures to secure this right should be internationally guaranteed. Food aid cannot be a substitute for food self-sufficiency.
- Consideration should be given in international trade agreements on agriculture to the particular situation of women farmers in the South. Many women do not participate in commercial ventures but engage in farming for food self-sufficiency, as a family activity passed down from generation to generation. Smallholding farmers in the South are not able to compete with and meet the obligations of international competition. Large-scale international commercial farmers pose a threat to them and to rural livelihoods as such.

Services

Key areas of concern from a gender perspective: access to health care and access to other essential services and to natural resources such as water and fuel.

National level recommendations

- Improved access to basic and essential services.
- Policies and programmes to increase access to quality and affordable health care for men and women as well as for girls and boys.
- Strategies, programmes and policies to reduce the shortage and stem the outflow of health care professionals such as nurses and midwives.

International and regional level recommendations

- Specific measures to protect the access of the poor to public services and natural resources such as water.
 - Impact assessment of the current GATS implementation and privatisation on gender and poverty eradication.
 - Global mechanisms to protect and ensure access to and
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distribution rights of water and other related basic necessities of life.

Investment

Key areas of concern from a gender perspective: the survival and long-term growth and prosperity of women-owned small and medium-sized businesses, the quantity and quality of male and female employment in the export enclave sector and the overall development-promoting impact of foreign investment.

National level recommendations

- Macro-level programmes to assess the transaction costs, imperfect information, gender biases, market inter-linkages, asymmetric property rights and gender segmentation of markets.
- Programmes and policies to facilitate the expansion of investment opportunities to women entrepreneurs.
- Improved credit conditions and property rights for women so that they can more easily qualify for credit in order to take advantage of new investment opportunities in the export or domestic sector.
- Facilitation of the growth and expansion of women-owned businesses through preferences or set-aside programmes.
- Addressing unfavourable working conditions in export enclaves by the application and enforcement of national labour laws and ensuring that MNCs:
 - a) provide adequate social protection;
 - b) develop transparent and gender equitable policies that contribute to high worker retention;
 - c) increase opportunities for upskilling and promotion (see box 7.1).

Box 7.1 Host Country Policies for Export Enclaves

Host country policy measures should focus on developing a gender-sensitive framework for the three Es around which such measures pivot:

- *Enhancing* the business environment. This requires:
 - detailed and specific measures geared to promoting a women-friendly infrastructure;
 - human resource development targeted at increasing the presence of women in upper level management and in high technology areas;
 - partnerships with FDI;
 - labour laws that promote healthy and safe working conditions;
 - outlawing gender-specific employment practices that are detrimental to women.
- *Enterprise* development geared to small and medium-sized enterprises (SMEs). This includes:
 - special programmes to encourage and promote greater linkages between micro- and small businesses such as pooling of direct and ancillary business support facilities and services (market promotion, financial service, storage, etc.);
 - training programmes on management and product development;
 - collaboration and linkages between SMEs and FDI.
- *Entry* and operations of foreign investors regulations. When setting regulations on standards of treatment and market functioning of FDI, governments should ensure that the operations of these MNCs do not stifle or otherwise unfairly impact on micro- and SMEs in a negative way. This can be done, in part, through:
 - careful monitoring and effective policies to curb and eliminate restrictive business practices;
 - proactive policies and programmes to ensure that under-capitalised local firms are also able to compete.

International and regional level recommendations

Developing countries should have the right to develop and implement gender-sensitive and pro-development targets and requirements for FDI and the right to use gender equality and poverty eradicating investment screens. Technical assistance for capital upgrading and technological improvement in the small business sector need to be gender aware and sensitive to the priorities and concerns of women-owned businesses.

In the case of the home (sending) country, there is also need for a gender-sensitive framework around at least two broad areas:

1. *Human resources and business development*: Home country governments can create policies and incentives around foreign investment that promote human resource development and institutional capacity-building in receiving developing countries. This can be embedded in the general foreign investment programmes and policies as well as complemented by aid and development co-operation programmes.
2. *Grants and long-term financial resources*: A gender-sensitive approach to home countries' investment guarantees and access to long-term financial resources and insurance may encourage greater flow of capital, training and know-how to women-owned businesses. A complementary policy would encourage domestic inter-linkages among local firms and among and between FDI and local business sectors. This could, for example, be constructed around the Cotonou Agreement Articles 75–77 and the Doha Ministerial Declaration, paragraph 22.

Intellectual property rights

Key areas of concern from a gender perspective: public health/ access to medicine (including for reproductive health), access to genetic resources, transfer of technology and protection and enhancement of traditional knowledge.

National level recommendations

Impact assessment studies/research on the role of IPRs on the economy, agriculture and women and men including:

- mapping of genetic resources;
- documentation of traditional knowledge and local innovations;
- examining the current market structure for seeds (purchase relative to re-use);
- research and development expenditure of local *versus* TNC, public *versus* private;
- market prospects for transgenic crops and animal breeding (cost benefit analysis);
- plant breeders' rights (PBR)/patents filed by and granted to private *versus* public sector;
- effect of PBR/patents on availability and cost, productivity and return to farmers and consumer welfare;
- nature and use or abuse of IPRs and use of compulsory licenses;
- cost and benefits of improved global protection for geographic indications.

Programmes and policy changes:

- system for and documentation of traditional knowledge and local innovations;
- more public expenditure on research and development;
- gender-sensitive applications of *sui generis* protection for traditional plants and traditional knowledge as provided for in the Convention on Biological Diversity (CBD).

Education/training programmes:

- general basic education for women to raise productivity and income (when women are better educated, they are likely to adopt new technologies and improved environmental management);
- specific training on understanding IPRs in local communities.

Support and assistance for biodiversity and conservation:

- establish technical rights banks that purchase core privately developed IPRs, covering technology in essential areas (such as food), and increase access to a wider group;
- implement farmers' and plant breeders' rights for as far as possible;
- assistance to women to help conservation, management and improvement of plant genetic resources for food and agriculture;
- assistance to farmers in arranging and preserving plant diversity;
- national/regional germ plasm programmes;
- more support for crop research to women farmers;
- support measures for research training institutions.

Food security/nutrition:

- establish the provision for compulsory licences around food security and for food input and seed varieties critical for nutrition and local diet.

Traditional knowledge:

- recognise, protect and compensate for knowledge, innovation and practices of farmers and traditional communities;
- introduce measures to promote and ensure support for disadvantaged groups' access to technology and protect their property rights;
- promote rural development, farmers' genetic access to resources and model benefit sharing.

Transfer of technology:

- introduce programmes and policies to ensure that local researchers, farmers and professionals – especially women – have access to improve their skills within MNCs at all levels (managerial and technical, including management information systems).

International and regional level recommendations

- Legally binding provisions for ensuring access to essential medicines through compulsory licensing and parallel importing of medicine and food when and where needed.
- Gender and social impact assessment of patent applications and changes in patent regimes before they are approved or amended.
- Legally binding gender-sensitive mechanism for protecting and enhancing the continued viability of traditional knowledge.

Labour rights

Key areas of concern from a gender perspective: the abuse of women workers in home-based production and the informal sector linked to industrial agriculture, manufacturing and service activities globally; the specific needs of women workers in EPZs and industrial agriculture; and the potential for abuse of women workers in service-type EPZs (such as digi ports).

National level recommendations

- Reform and repeal labour laws that allow for abusive working conditions.
- Modify labour laws and practices to ensure that women's gender-specific needs are adequately addressed.
- Strong enforcement and better regulation of foreign corporations and of domestic corporations in the export sector to protect workers' rights.
- Support and assistance to micro- and small businesses, especially women-owned enterprises, to enable them to provide better working conditions for themselves and the workers they hire (including training on occupational health and safety practices as well as improving their knowledge of national labour laws in this area).

International and regional level recommendation:

- Legally binding and enforceable corporate codes of conduct for TNCs that not only cover their operation in EPZs and
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other such export enclaves but also hold them accountable for their subcontracting relations.

- Promotion of regional social protection funds for informal sector workers.
- Emphasis on promoting and ensuring cultural, economic and social rights by state and private actors, including the financial market and TNCs.
- Strengthening of the ILO.

Recommendations on Gender and Governance in the MTS

Issues in the area of general governance include: (a) the lack of gender analysis; and (b) the lack of consultation with women's groups and community-based organisations in determining national priorities for trade negotiations and in formulating substantive advocacy positions of governments and NGOs. This is especially the situation in the areas of trade policy reviews, dispute settlement and labour standards.

Using the TPRM to increase women's participation in trade governance

Most issue areas addressed by the Trade Policy Review Mechanism (TPRM) (see box 7.2) are narrow and exclude questions of gender bias and gender inequality. Yet these are legitimate concerns in this context. Although there is at present no official means for civil society to have an input into the TPRM, possible entry points for gender advocacy exist at different stages of the preparation of the report. These include:

- *Data/information collection:* The WTO staff collects basic research via networks of economic databases, national and international sources such as academic institutions and libraries, the IMF and World Bank, the Internet and local newspapers. Women's groups can provide case studies, research papers, briefings and policy papers via sector ministries and gender machineries.

Box 7.2 The Trade Policy Review Mechanism

The mandate of the Trade Policy Review Mechanism (TPRM) is to review the trade policies and practices of member countries. The four members with the largest shares of world trade (the QUAD) are reviewed every two years, the next 16 are reviewed every four years, and others are reviewed every six years. A longer period may be fixed for LDCs. The TPRM generally looks at the direction of trade policies rather than impacts. The WTO insists that its main focus is macroeconomic analysis, not welfare analysis. However, it does look at impact in some sectors, e.g. how de-price control affects land and production (resource shifting).

The review process starts with an agreement with the countries to undertake the review. Two reports are usually generated: a policy statement from the country and a report prepared by economists in the WTO Secretariat's Trade Policy Review Division. These are discussed in a review process with the Trade Policy Review Body (actually the General Council of the WTO operating under special rules and procedures). The preparation of the WTO report involves:

- desktop research;
 - requests for statistical information and a detailed questionnaire to the country (but with a narrow range of questions, excluding issues of gender bias, gender inequality, the environment and labour);
 - mission visits to countries (to meet with sector ministries, trade officials, academics, etc.).
- *Basic requests for government statistics/detailed questionnaire to the government:* The national gender machinery, and women's groups working through the national machinery and sector ministries, can provide case studies, research papers, briefings and policy papers.

- *Fact finding mission:* Teams spend anywhere from a week to ten days in a country's capital, visiting government agencies and meeting with business and other economic agents. This provides a possible entry point for gender machineries to present studies and policy briefs. Thus far WTO missions do not meet with NGOs. However, creative ways such as public fora or meetings arranged with the national gender machinery could be found to facilitate this. In addition, WTO mission staff meet with university academics and independent research institutions. Gender programmes and gender-sensitive researchers could be included in these consultations.

A similar process could be devised around the country's own report. There are even more possibilities for gender-based activities at the national level to influence its preparation and final outcome. This is due to the fact that countries have a great deal of flexibility as to what they put into their reports. National advocacy around greater participation of women in trade policy decision-making could start with efforts that are directed at:

- involvement in the process of preparing the country statement;
- advocating for the inclusion of alternative indicators such as the human development index (HDI) and gender development index (GDI) and for the collection of sex-disaggregated data;
- advocating that a country seek to obtain technical support to provide gendered trade-related data;
- advocating that trade negotiators, etc. receive training in gender analysis.

Enhancing participation in and engendering trade policy at the national level

There is obviously a great need at the national level for a plan of action to correct deficiencies and imbalances in terms of government and private sector relationships, human and social development, gender equality objectives and environmental

sustainability. These are critical to the process and formulation (design, discussion and implementation) of trade policy and priorities. Specific and useful initiatives should focus on the following:

- a more active role for all stakeholders in determining the negotiation mandate and in the regular monitoring of progress in trade negotiations;
- wider and deeper inter-agency collaboration;
- more civil society involvement in debates via national consultations;
- discussions and plan of action on what complementary measures are needed;
- reform of local trade policy formulation and implementation;
- discussions and plan of action on what is needed for effective competition of poor households and businesses (e.g. credit, land, education and health services);
- assessment of the effects of liberalisation on each sector and on poverty and overall development;
- support for research to assess the impact of trade liberalisation;
- comprehensive economic/trade literacy for broad cross sections of society, starting with key economic decision-makers in government, business and civil society;
- comprehensive review of the economic structure, including opportunities and constraints;
- assessment of the changing nature of national competitiveness.

The process of liberalisation needs to be slowed down. For example, the North has been restrained in taking major action in implementing their liberalisation commitments under the Agreement on Textiles and Clothing (ATC) until the final year. This gives time for domestic adjustment. It is important to exploit the scope in the agreements for addressing such

issues as safeguards, public health/interest, food security and S&DT.

Enhancing participation at international and regional trade fora

Gender and trade advocates globally have called for the following broad actions in the area of institutionalising gender and trade within a balanced, fair, transparent and democratic MTS:

Internationally

- An independent focal point should be established to monitor the coherence and contradiction in terms of sustainable development between: (a) the policies and practices of the WTO, IMF and World Bank; and (b) the programmes and operations of specialised UN agencies such as FAO, WFP and WHO that are dedicated to promoting poverty eradication and gender equality. It should also work to ensure that the power of international trade institutions does not threaten internationally agreed instruments and conventions such as the Universal Declaration of Human Rights, CEDAW, etc.
- Gender impact assessments should be undertaken for all trade agreements, whether at the multilateral, regional, national or bilateral level. Many women's groups and social actors are currently working on developing methodologies for carrying out such assessments. This work needs to be supported and promoted by governments in the North and the South. Such assessments should be a vital component of social and sustainable development frameworks.
- There should be resources and training for the collection and analysis of sex-disaggregated trade and trade-related data. Formal channels for such an endeavour could be bilateral support or multilateral support for institutional mechanisms through UNIFEM, INSTRAW, UNDP or the NGO community.
- Gender equality and gender mainstreaming goals and commitments should be integrated into trade and other macro-

economic policies. This can be implemented through gender-sensitisation training within the WTO Secretariat and Geneva-based missions. As with other institutions, the WTO should have a gender mechanism within its staff and important committee structures.

- Gender-aware technical assistance and capacity-building programmes should be instituted.

*Regional*⁷

- Gender should be recognised as a cross-cutting theme. All regional trade agreements should incorporate a gender analysis in all policies, projects and programmes. Regional agreements should be a conduit for members to share experiences with integrating gender and improving women's access to decision-making processes.
- Gender impact assessments of policies, programmes and project proposals should be implemented at all stages from design and decision-making to action and evaluation.
- A coherent and effective policy framework and institutional process for gender mainstreaming should be developed. This could, for example, include a gender policy statement or resolution/declaration. There is a need for a well functioning gender division/unit in regional organisations, with reach into the highest level of decision-making and across all sectors and divisions (see Appendix 3).
- The development and functioning of strong independent/autonomous women's leadership and professional organisations should be supported in member states.
- The collection of sex-disaggregated data should be prioritised. This should include data on women's role in SMEs as well as build the information base on their human resource development capacity and needs in this area. Gaps in data collection methods and processes should be identified and steps taken to address these in cost-effective way.

⁷ Based on recommendations/discussion on gender at APEC and SADC conferences and meetings. See also Appendix 3 on gender and the regional trade/trade-related organisations.

- The representation of women and gender experts in all of organs of decision-making and administration should be prioritised.
- Studies and documentation of women in the micro- and small business enterprise sector are needed.
- The human resource development of women and men should be improved and the education, training and advancement of women in science and technology promoted.

The Role of Inter-governmental Organisations

As noted above, some critically missing ingredients in the area of trade governance include:

- the absence of gender analysis and consultation with women's groups and community-based organisations in: (a) determining national priorities for trade negotiations; and (b) the formulation of substantive advocacy positions of governments and NGOs;
- no attempt to integrate gender analysis in country reviews under the TPRM – though technically the TPRM looks at the direction and practices of trade policies rather than impacts, there are cases where impacts are considered (see box 7.2);
- the absence of gender experts on trade delegations;
- lack of sustained and high impact research on gender and trade.

These are areas that can be greatly and effectively influenced by inter-governmental organisations such as the Commonwealth Secretariat. Policy-oriented interventions that such institutions can make include:

- promoting the integration of gender analysis and a gender perspective in trade policy-making;
- promoting and encouraging gender mainstreaming in the national and international trade policy environments;

- helping to develop rigorous policy-oriented research and documentation;
- enhancing the availability of sex-disaggregated trade-related statistics and other data.

Promoting gender analysis in trade policy

Policy-oriented interventions in this area could focus on:

- gender impact assessments of trade liberalisation and export promotion;
- proactive programmes (such as seminars or regular briefings) to facilitate the integration of gender analysis and a gender perspective in national, regional and multilateral trade negotiations;
- support and assistance to help regional organisations undertake research and develop policies and mechanisms to “put the lessons and results from studies and data collection on gender and trade into practice” (APEC Ministerial Document).

Gender mainstreaming

Gender mainstreaming should be promoted in government ministries dealing with trade and related agendas and encouraged at the WTO and among Geneva-based missions as well as regional trade organs. This includes the gender composition of trade delegations and high-level technical staff at the WTO itself. In addition, there should be:

- gender mainstreaming in technical assistance/trade capacity-building programmes at the WTO, UNCTAD, World Bank, etc. (regional and bilateral);
 - gender appraisal of the area of special and differential treatment (S&DT);
 - advocacy for and assistance with the inclusion of gender specialists in the trade teams set up for national, regional and international negotiations;
 - help to provide gender-sensitisation and gender focal points programmes in Ministries of Trade and in regional trade organisations.
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Research and documentation

A major weakness in gender and trade advocacy is that there is very little sustained research effort in this area. There is a need for:

- information/analysis/frameworks for examining the impact of trade and trade policies on women:
 - a framework for and actual gender aware policy appraisals on trade policy for different groups of countries;
 - modifications to and application of public incidence analysis and beneficiary assessment frameworks on gender and trade;
- greater cohesion among the analytical frameworks used in the organising efforts of environmental NGOs, development NGOs and those that work on trade issues – there is a lack of consistency in maintaining the intersectorality of issues and how gender cuts across these issues.

These kinds of specific tools are needed because there is still so much that is not clear about the impact of trade liberalisation on the poor, especially poor women. Household survey analysis (HSA) is based on an income-expenditure measure of well-being. It does not capture very clearly the value of public services. Although there are modules on education, health and infrastructure, etc., these are rarely an integral part of the measure because of conceptual and data difficulties. As a consequence, public services may worsen but this effect does not show up in the analysis of poverty incidence. So lack of bus services, closure of health services, lack of drugs, etc. will not be picked up. There thus might be a discrepancy between nationally representative household survey-based income/expenditure poverty measures and people's (specifically women's) experience of poverty (Kanbur, 2001).

One possibility is to combine micro-level case studies in rural and urban areas to help reveal the different dynamics in responding to changes in poverty induced by trade liberalisation. It is well known that focusing on national case studies alone can cause one to miss the rural situation that may be moving in an opposite direction. Micro-level studies can help to ground the work as they can focus on how poor households

respond and adapt to new constraints, their vulnerability, and the security/insecurity of households and communities in the face of a change in the macroeconomic environment.

In the area of research and documentation, IGOs such as the Commonwealth Secretariat can help to advance the understanding of gender and trade by undertaking or facilitating micro-level studies such as beneficiary assessments and public incidence analysis (especially with regard to the tariff-induced changes in budget allocation).

Statistics and data collection

As noted by participants in the LDC II conference: “Gender statistics are an important tool for evidence-based development planning [and are] . . . needed throughout the entire process of policy-making, implementation, monitoring and evaluation”. This is extremely important in the gender and trade area. Inter-governmental organisations can train and promote awareness among producers of statistics regarding gender concerns in society to enable them to collect and analyse gender statistics and present them in a user-friendly manner.

Other possibilities for engendering international trade statistics include:

- assisting countries in the collection of gender-sensitive trade statistics;
- developing trade-related gender statistics and indicators;
- enhancing existing database capacity to create more equity and gender impact studies;
- facilitating participation and public education on trade and on gender and trade concerns;
- commissioning poverty profiles for capturing the different degree and severity of poverty for women through all stages of the life cycle.

Enhancing existing database capacity to develop gender-oriented impact assessments can begin with a gender-sensitive approach to a system that is common in most countries: the Survey of Living Conditions (SLC) (see box 7.3).

Box 7.3 Taking a Gender-sensitive Approach to the Survey of Living Conditions

The existing Survey of Living Conditions (SLC) data is a possible good starting point as it is a relatively good source of sex-disaggregated information. At least three windows of opportunity exist here:

1. *More frequent or on-going time use and work burden modules.* There are obvious problems with the cluster methodology relied on in the SLC. For example, it assumes a certain amount of homogeneity that does not exist in many societies. The fact that people with similar incomes tend to cluster in certain localities may or may not be missed by clustering based on Enumeration Districts, etc. Also participants in the sample must rely on their recollection for past expenditures. Thus the result of data collection could mask some of the dimensions of poverty and consumption. These could be picked up by other sampling methods such as panels, consumption studies and the use of diaries.
2. *Incorporation of a gender-sensitive trade model.* Fuller use of the data by researchers has thus far been limited. The SLC contains a body of information that could be mined for gender differences. When linked to the Labour Force Survey (LFS), it could provide insights into the gendered nature of poverty, labour market segmentation and the impact of trade liberalisation.
3. *A module or mechanism for collecting household information.* It might be worth exploring how and to what extent the SLC can collect household data in order to shed more light on the impact of the trade liberalisation-social policy intertwine on allocations in the household. This would help to provide a richer characterisation and understanding of the linkages between poverty, gender and trade.

In order to help facilitate participation and public education on trade and gender concerns, interventions that IGOs could consider include:

- *Engendering public policy debate*: This might include: (a) activities/actions to institutionalise consultation and participation in, as well as gender analysis of, all policies of government at national and local levels; and (b) on-going media programmes enabling women's input in national policy debates/discussions.
- *Training, research and documentation*: Gender sensitisation and training in gender analysis could be provided to a broad cross section of stakeholders. This should be followed up by on-going monitoring of implementation and processes for lesson-learning and capacity-building. Support is needed for actions arising from research aimed at publicising findings and achieving gender equity.
- *Enhancing civil society's, in particular women's organisations', ability in the area of evaluation methodology*: This could be facilitated by an on-going series of hands-on workshops, etc. aimed at developing the understanding, use and development of social, gender and environmental indicators. These could also become community-based projects used to: (a) map and determine the assets and needs of the community; and (b) set internal parameters for assessing progress over time.