



# Advocating for gender-sensitive trade policymaking in the East African Community







# Advocating for gender-sensitive trade policymaking in the East African Community



© 2018, United Nations

This work is available open access by complying with the Creative Commons licence created for intergovernmental organizations, available at <http://creativecommons.org/licenses/by/3.0/igo/>.

The findings, interpretations and conclusions expressed herein are those of the authors and do not necessarily reflect the views of the United Nations or its officials or Member States.

The designation employed and the presentation of material on any map in this work do not imply the expression of any opinion whatsoever on the part of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Photocopies and reproductions of excerpts are allowed with proper credits.

This publication has been edited externally.

United Nations publication issued by the United Nations Conference on Trade and Development.

UNCTAD/DITC/2017/4

## ACKNOWLEDGEMENTS

This advocacy document is the result of a collaboration between UNCTAD's Trade, Gender and Development Programme and TradeMark East Africa (TMEA) within the UNCTAD-TMEA Cooperation on Trade Facilitation and Trade and Gender Project. The trade and gender component of the project was generously financed by the Kingdom of the Netherlands.

Nursel Aydiner-Avsar prepared the content and the text of the advocacy document. Simonetta Zarrilli, Mariangela Linoci and Chiara Piovani from UNCTAD and Gloria Atuheirwe from TMEA provided comments. Jacqueline Salguero Huaman created the infographics and the design, and Ornella Baldini contributed to the layout. The advocacy document was coordinated and supervised by Simonetta Zarrilli, Chief of the Trade, Gender and Development Programme at UNCTAD. David Einhorn was in charge of English editing.



## TABLE OF CONTENTS

Acknowledgements .....	iii
Summary .....	v
Milestones in the EAC regional integration process .....	1
Different dimensions of regional integration in EAC member countries .....	2
Socioeconomic profiles of EAC member countries .....	3
Trade developments in the EAC region .....	5
Gender profiles of EAC member countries .....	7
Gender-related inputs in the context of EAC regional integration .....	14
Gender employment effects of trade integration in EAC member countries .....	15
Policy recommendations to support women during the process of EAC regional integration.....	16
Policy recommendations in practice: Implementation and monitoring .....	19
References .....	23

## SUMMARY

This advocacy document puts forth policy recommendations and introduces an implementation framework based on the findings of the report titled “East African Community regional integration: Trade and gender implications” (UNCTAD, 2018). The aim of the advocacy document is to influence gender-sensitive policymaking on trade in the East African Community (EAC). The report presents an analysis of gender and trade in EAC member countries and assesses the impact of regional integration on women’s well-being, with a focus on women’s employment.<sup>1</sup>

Agriculture remains the dominant sector of employment in the EAC, especially for women. However, according to the macro analysis, EAC regional integration and overall trade openness have contributed to a shift over time away from agriculture towards services in the sectoral composition of female employment. Among EAC members, Rwanda and the United Republic of Tanzania had the strongest change in the sectoral composition of female employment. However, the shift in employment structure remained weak compared to the stronger shift in the sectoral structure of economic activity. In EAC members, women are also predominantly employed as own-account workers and contributing family workers – the two forms of vulnerable employment – as opposed to men, for whom wage-salary work is relatively more common.

According to the micro analysis, among manufacturing firms, tariff liberalization in export markets for the EAC region led to an increase in women’s employment in production tasks in Kenya, the United Republic of Tanzania, and Uganda, while women production workers in Burundi were negatively affected. Similar effects were observed from tariff liberalization in export markets outside the EAC region, but the impact was much smaller. These employment outcomes for women from trade integration could be explained by technological upgrading induced by trade liberalization, which enables women to have more access to jobs previously dominated by men. It should be highlighted that the positive effects only for production workers might also be indicative of cost-cutting strategies by exporting firms given the significant gender wage gap.

These findings highlight the importance of addressing key dimensions of gender inequalities. Indeed, despite significant progress in adult literacy and primary education, access to secondary and tertiary education continues to be limited, especially for women. Limited access to land and credit also constrains women’s successful participation in the economy, particularly as producers. Despite the introduction of the gender equality requirement into property and inheritance law, there is still a significant gender gap in access to land. Access to formal sources of credit is also limited, more pronouncedly for women. Time poverty is another supply-side constraint that women face while participating in the economy. EAC members did perform well by international comparison in terms of women’s political participation. However, they lag behind with respect to women’s participation in managerial positions in firms.

After providing an overview of the major findings, this advocacy document presents a discussion of major policy recommendations and introduces an implementation framework in the following areas: education, employment, access to resources, unpaid work, decision-making, gender policy, gender mainstreaming in trade policy, and examples from other regions.

<sup>1</sup> South Sudan is not covered in this study because the country has only recently joined the EAC and not enough time has passed to assess the impact of regional integration on women there. Therefore, the terms “EAC partner states,” “member states,” and “EAC countries” used throughout the study refer to Burundi, Kenya, Rwanda, the United Republic of Tanzania, and Uganda.

# Milestones in the EAC regional integration process

The treaty that established the East African Community (EAC) was signed on 30 November 1999 and entered into force on 7 July 2000 following its ratification by the three original partner states – Kenya, the United Republic of Tanzania, and Uganda.

## 2000 - Establishment of the East African Community

The EAC Customs Union protocol was signed in March 2004 to establish a common external tariff on imports from third countries and to gradually eliminate internal tariffs. The protocol became effective in January 2005, and the gradual process of establishing a Customs Union was completed in January 2010.

## 2005 - Customs Union Protocol

Rwanda and Burundi acceded to the EAC Treaty on 18 June 2007, and became full members of the community on 1 July 2007.

## 2007 - New Memberships

## 2010 - Common Market Protocol

The EAC Common Market protocol was signed in November 2009 and came into effect in July 2010. It aims to further the free movement of goods, services, labour, and capital.

The EAC Monetary Union protocol was signed in November 2013.

## 2013 - Monetary Union Protocol

## 2016 - New Membership

South Sudan acceded to the treaty on 15 April 2016 and became a full member on 15 August 2016.

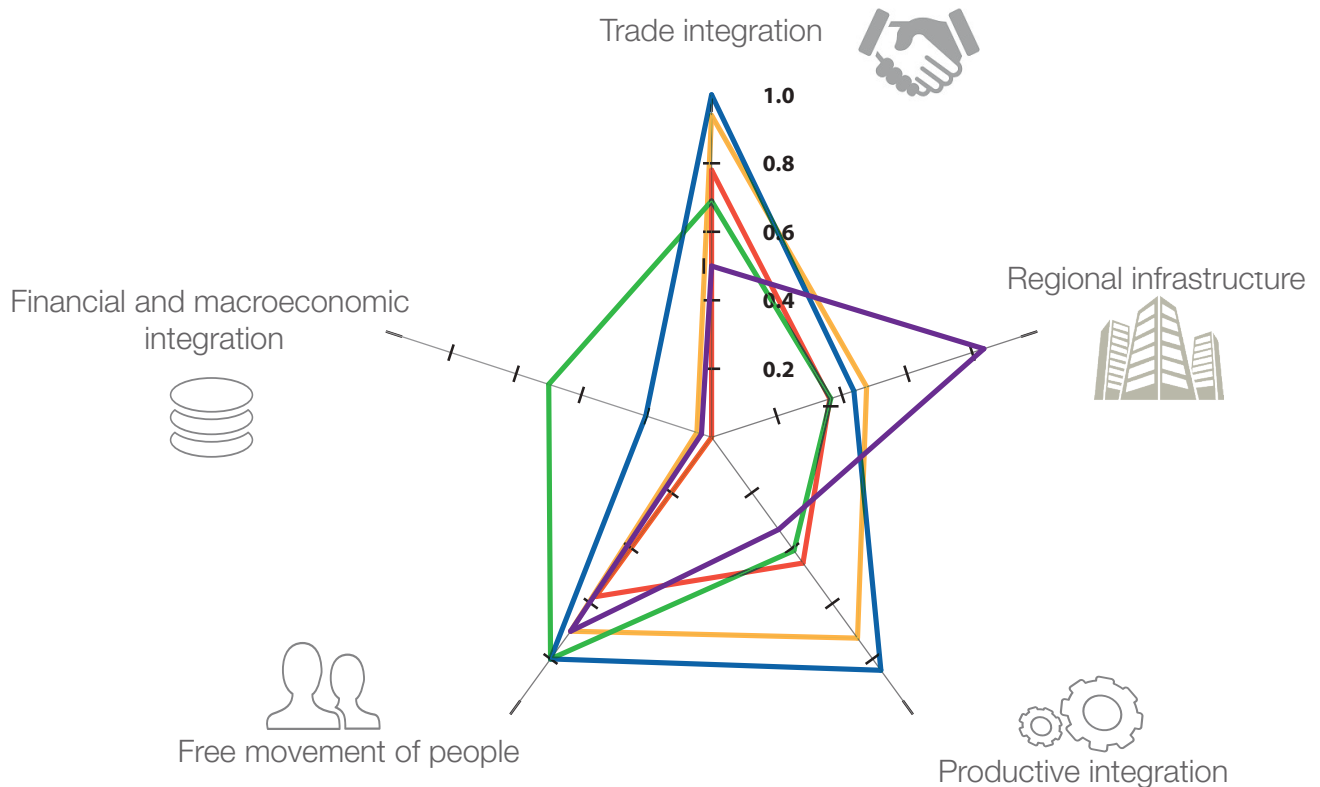
The process towards an East African Federation is currently being fast-tracked, with the aim of building a sustainable and powerful economic and political bloc in East Africa.

## Pending- East African Federation



# Different dimensions of regional integration in EAC member countries

In terms of overall regional integration, Kenya and Uganda, followed by Rwanda, performed relatively better, while Burundi and the United Republic of Tanzania lagged behind.



Source: UNECA (2016).

Note: UNECA's Regional Integration Index consists of five dimensions. The closer the index score is to 1, the higher the level of integration in this dimension.



## KEY FACTS

- According to the Regional Integration Index of the United Nations Economic Commission for Africa (UNECA), the EAC ranks as the top-performing community in the region.
- With respect to trade integration and productive integration, Kenya and Uganda perform significantly better than the United Republic of Tanzania, Rwanda, and Burundi.
- Kenya and Rwanda are the top performers in terms of free movement of people, closely followed by Uganda and Burundi, while the United Republic of Tanzania scores the lowest.
- Regional infrastructure is the single area in which Burundi scores well above the other partner countries.
- Rwanda is the only member that has achieved some degree of financial and macroeconomic integration, followed by Kenya.

# Socioeconomic profiles of EAC member countries

## East African Community



GDP  
GDP per capita



Population  
Population density



Gini Index  
Poverty ratio



Human Development Index and ranking  
Gender Inequality Index and ranking

### UGANDA



US\$ 25.5 billion  
US\$ 615



41.5 million  
207 people per sq.km



41.0 (2012)  
34.6% (2012)



0.493, 163rd  
0.522, 121st

### RWANDA



US\$ 8.4 billion  
US\$ 703



11.9 million  
483 people per sq.km



50.4 (2013)  
60.4% (2013)



0.498, 159th  
0.383, 84th

### BURUNDI



US\$ 3 billion  
US\$ 286



10.5 million  
410 people per sq.km



33.4 (2006)  
77.7% (2006)



0.404, 184th  
0.474, 108th

### KENYA



US\$ 70.5 billion  
US\$ 1,455



48.5 million  
85 people per sq.km



48.5 (2005)  
33.6% (2005)



0.555, 146th  
0.565, 135th

### UNITED REP. OF TANZANIA



US\$ 47.4 billion  
US\$ 879



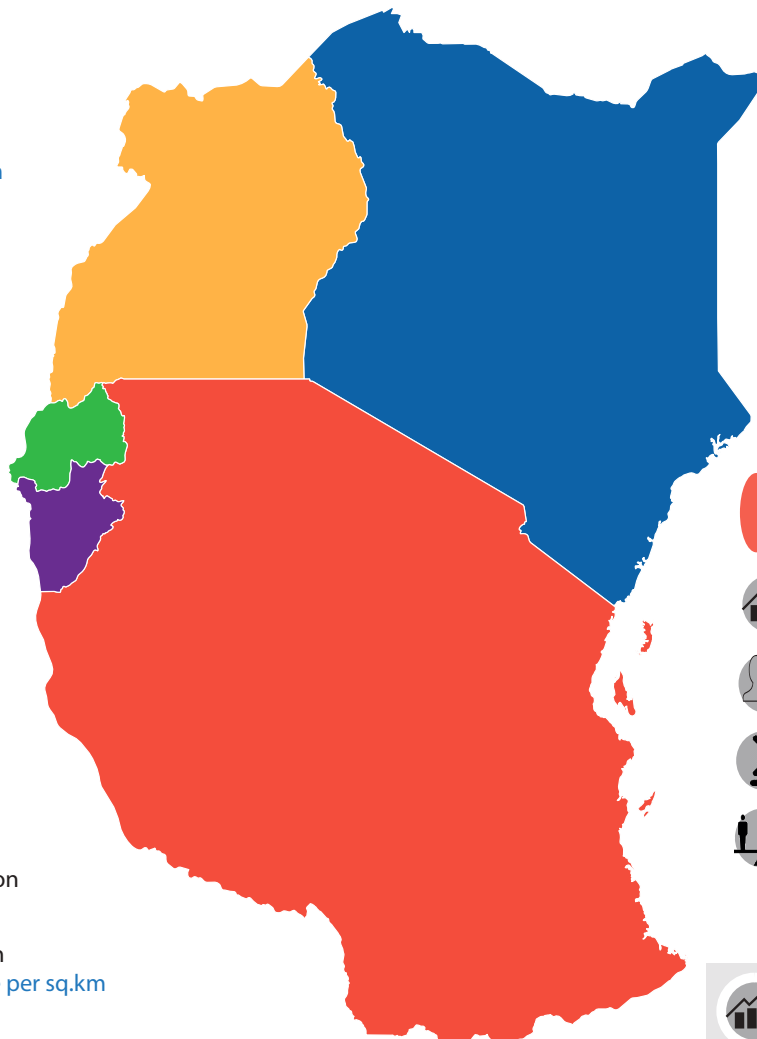
55.6 million  
63 people per sq.km



37.8 (2011)  
46.6% (2013)



0.531, 151st  
0.544, 129th



## Sub-Saharan Africa



US\$ 1.498 trillion  
US\$ 1,450



1.033 billion  
44 people per sq.km



--



0.523  
0.572

Source: World Bank, World Development Indicators database (accessed in July 2017); and UNDP (2016).

Note: GDP and GDP per capita figures are measured in current US\$. GDP and population figures are for 2016. The Gini index is a measure of inequality derived from the Lorenz curve. The closer the index number is to 100, the higher the degree of inequality. The poverty ratio refers to the headcount ratio, which is equal to the percentage share of the population living below the poverty line. The Human Development Index (HDI) is a composite measure of development that is composed of the health, knowledge, and living standards dimensions. The Gender Inequality Index (GII) measures gender inequalities in the areas of reproductive health, empowerment, and economic status.

# Socioeconomic profiles of EAC member countries

Services, and to a lesser extent, industry, expanded rapidly from the mid-1990s to the mid-2000s, with services surpassing agriculture's dominant role in economic activity.



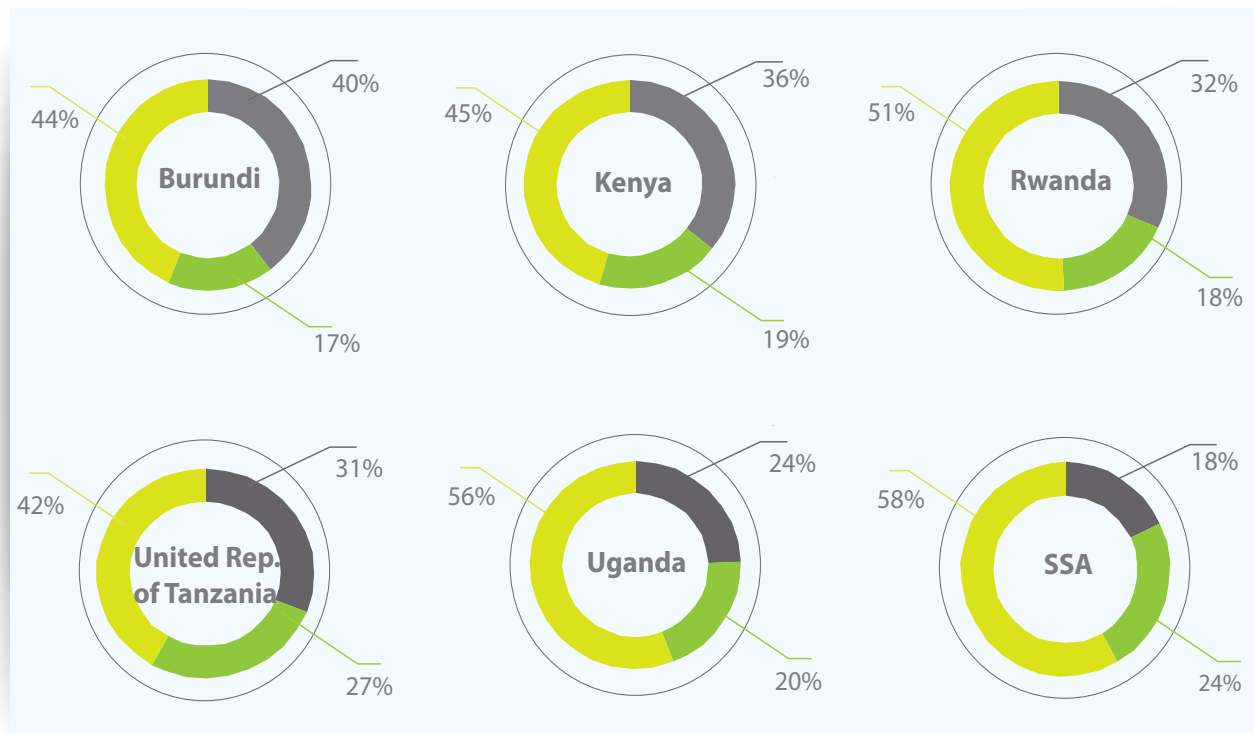
Agriculture



Industry



Services



Source: World Bank, World Development Indicators database (accessed in July 2017).

Note: The figures show the share of value added by each sector to a country's GDP. They may not necessarily add up to a hundred due to rounding. SSA: sub-Saharan Africa.

## KEY FACTS

- Sustained growth in real per capita GDP led to significant declines in poverty rates. However, income inequality remained high in EAC member countries.
- Kenya and the United Republic of Tanzania had the highest Human Development Index (HDI) values, while Burundi and Rwanda showed the biggest improvements on the index from 2000 to 2015, mainly driven by gains in educational outcomes.
- EAC members performed better on the Gender Inequality Index (GII) than on the HDI. Rwanda had the least gender inequality among EAC members, followed by Burundi, Uganda, the United Republic of Tanzania, and Kenya.
- The two largest economies of the EAC, Kenya and the United Republic of Tanzania, also have the largest gender inequality in the region. Hence, gender equality is not a natural outcome of the development process. There is a need to proactively promote gender equality policies and to allocate resources for gender equality to close the gaps.
- The economies of EAC members are more agriculture-oriented and less services-oriented than the average for the economies of sub-Saharan Africa (SSA).

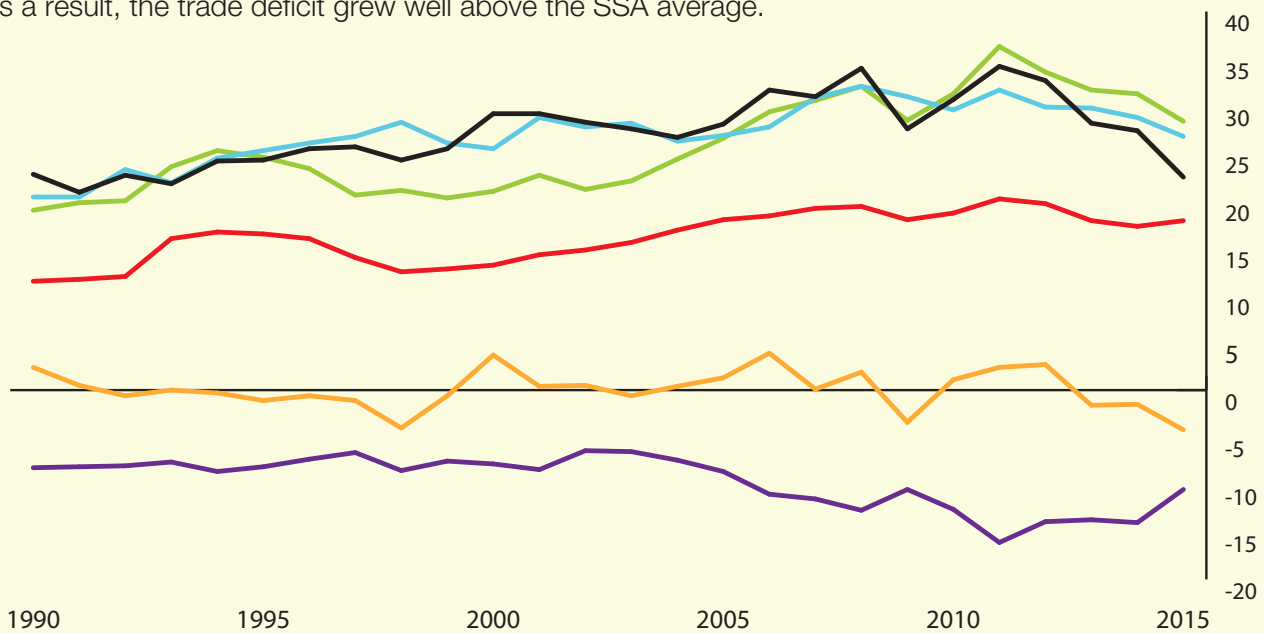
# Trade developments in the EAC region


## KEY FACTS


- EAC merchandise exports mainly shifted towards developing economies in Asia (with China and India being the biggest recipients) and sub-Saharan Africa (SSA), replacing the dominance of traditional European Union export markets.
- Similarly, the share of Asian imports in EAC merchandise imports has significantly increased over time, while merchandise imports from other regions have lost their share in EAC markets.
- Although there was weak growth of intra-EAC trade during the regional integration process, the composition of that trade exhibited a technological upgrading towards low- and medium-technology manufactures.
- Primary products continue to dominate the EAC's exports to the European Union and Asia, while there is an influx of higher-value-added import products into the EAC markets from those regions.

## Trade flows in the EAC and SSA (per cent of GDP)

EAC exports have expanded over time, particularly in the early 2000s. Imports grew faster than exports. As a result, the trade deficit grew well above the SSA average.




 EAC trade balance

 Sub-Saharan Africa trade balance

 EAC exports

 EAC imports

 Sub-Saharan Africa exports

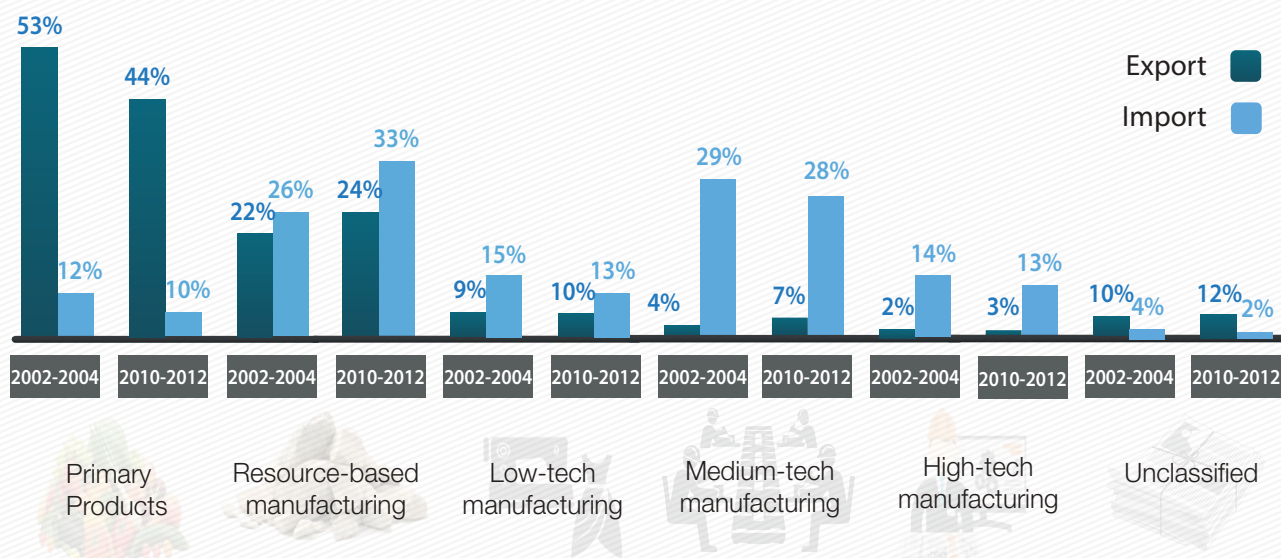
 Sub-Saharan Africa imports

Source: UNCTADStat database (accessed in May 2017).

# Trade developments in the EAC region

## Sectoral composition of EAC trade

EAC merchandise exports are dominated by primary products and, to a lesser extent, resource-based manufactures. EAC merchandise imports are dominated by resource-based and medium-technology manufactures.

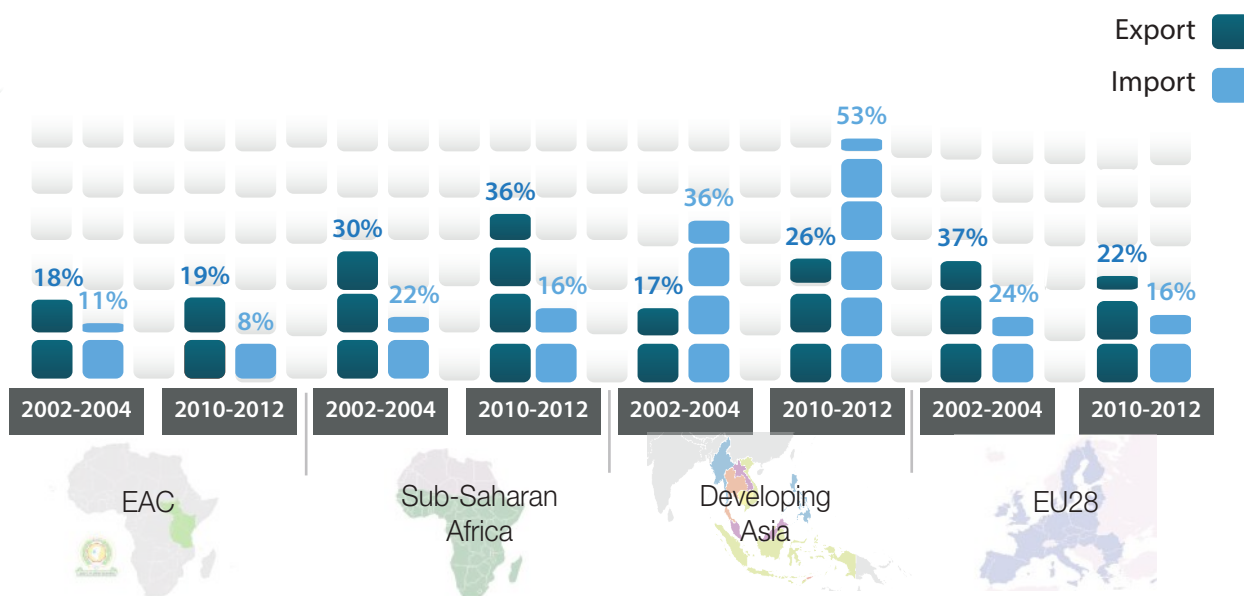


Source: UNCTADStat database (accessed in May 2017).

Note: According to the Lall (2000) classification, primary products refer to agriculture and mining products; resource-based manufactures refer to agro-based and other resource-based products; low-technology manufactures refer to textile, garment, footwear, etc.; medium-technology manufactures refer to automotive, process, and engineering products; high-technology manufactures refer to electronic and electrical etc. products; and unclassified products refer to commodities and transactions not elsewhere specified.

## Geographic composition of EAC trade

Although intra-EAC merchandise trade expanded in volume, the relative role of intra-regional trade remained weak, with trade increasingly dominated by trading partners outside the EAC.



Source: UNCTADStat database (accessed in May 2017).

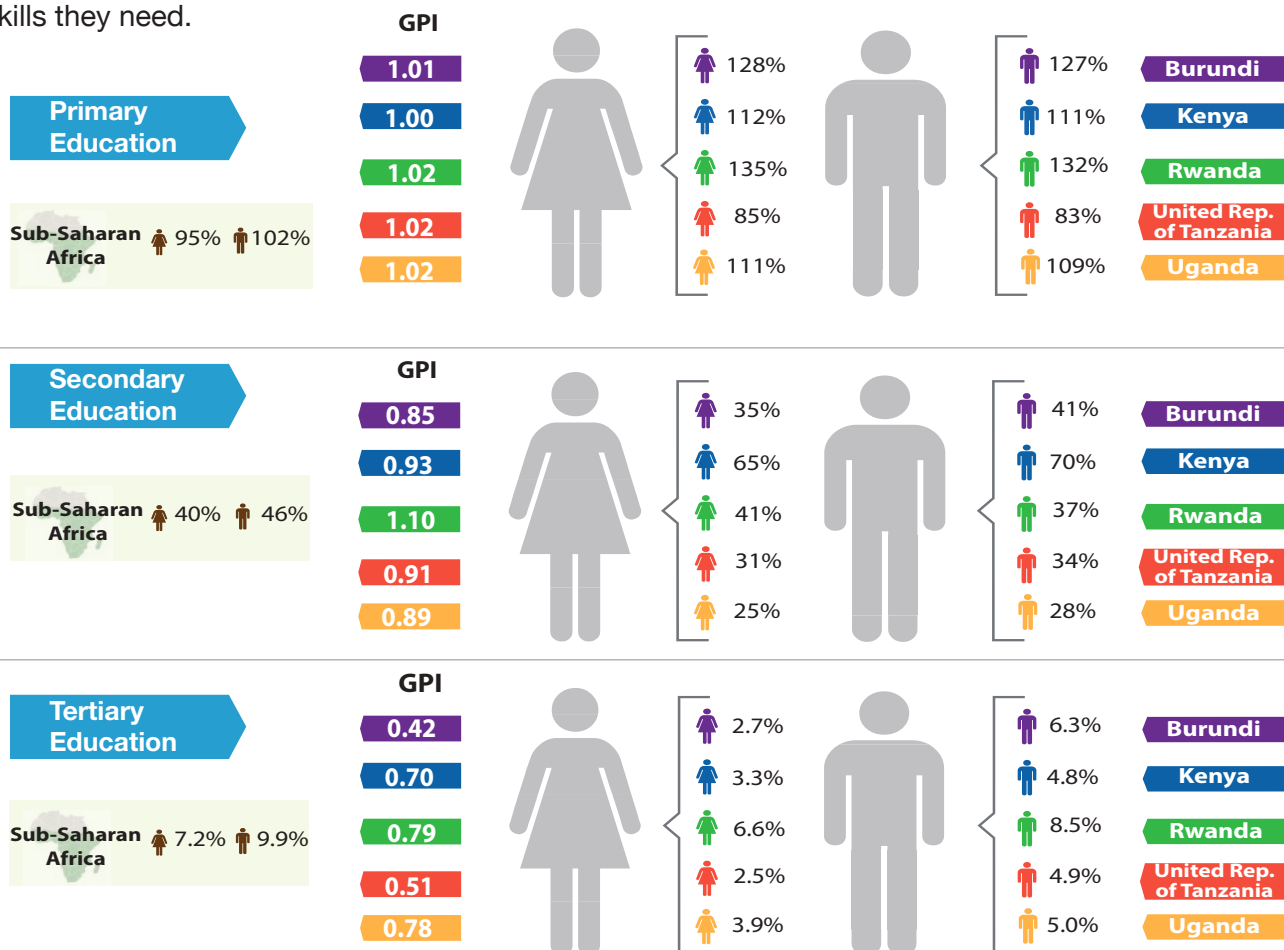
Note: EU28 refers to the member countries of the European Union.

# Gender profiles of EAC member countries

## Gross enrolment rates and Gender Parity Index (GPI)



Education and skill development are critical for people to obtain higher-level job positions as wage workers, and for producers and entrepreneurs to access the business information and technological skills they need.



Source: World Bank, World Development Indicators database (accessed in May 2017).

Note: The Gender Parity Index is equal to the ratio of female to male enrolment rate at each education level. Gross enrolment rate figures for primary education are for 2014 in all countries. Gross enrolment rate figures for secondary education are for 2014 in Burundi, Rwanda, and sub-Saharan Africa (SSA), 2012 in Kenya, and 2013 in Tanzania. Gross enrolment rate figures for tertiary education are for 2014 in Burundi, Rwanda and the United Republic of Tanzania, 2009 in Kenya, and 2011 in Uganda.

## KEY FACTS

- Adult literacy rates have significantly increased over time, and gender parity in literacy (0.90 on average in 2015) has increased to levels well above the sub-Saharan Africa (SSA) average of 0.77.
- EAC members significantly improved educational enrolment at all levels and all of the countries achieved full gender parity in gross enrolment rates for primary education.
- The gross enrolment rate for secondary education remains low—and below the SSA average—for all EAC member countries except Kenya. For women, it ranges between 25 per cent in Uganda and 65 per cent in Kenya.
- Accessing university education continues to be a privilege in SSA and East Africa. The gender gap in tertiary enrolment is larger than the one for primary and secondary education and is particularly high in Burundi and the United Republic of Tanzania.

# Gender profiles of EAC member countries

## Employment by sectors



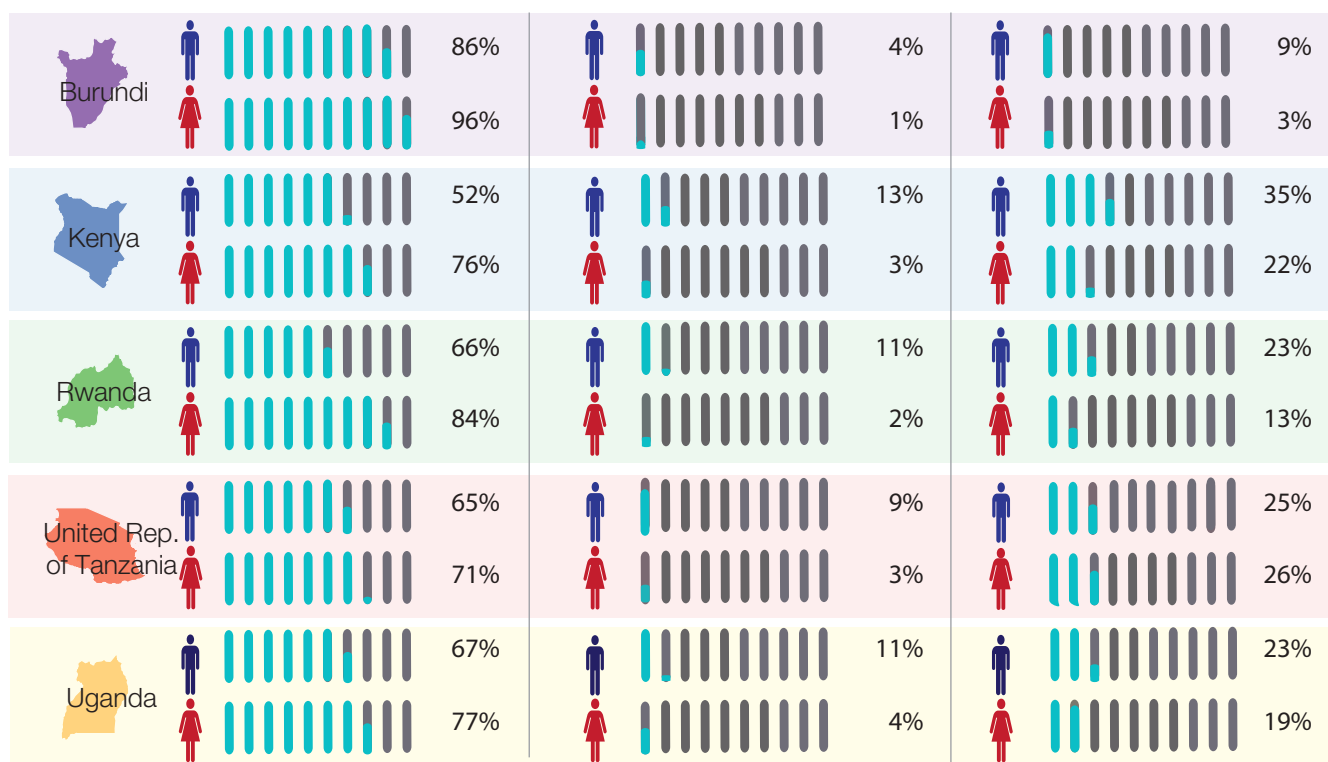
### Agriculture



### Industry



### Services



Source: ILOStat database (accessed in February 2017).

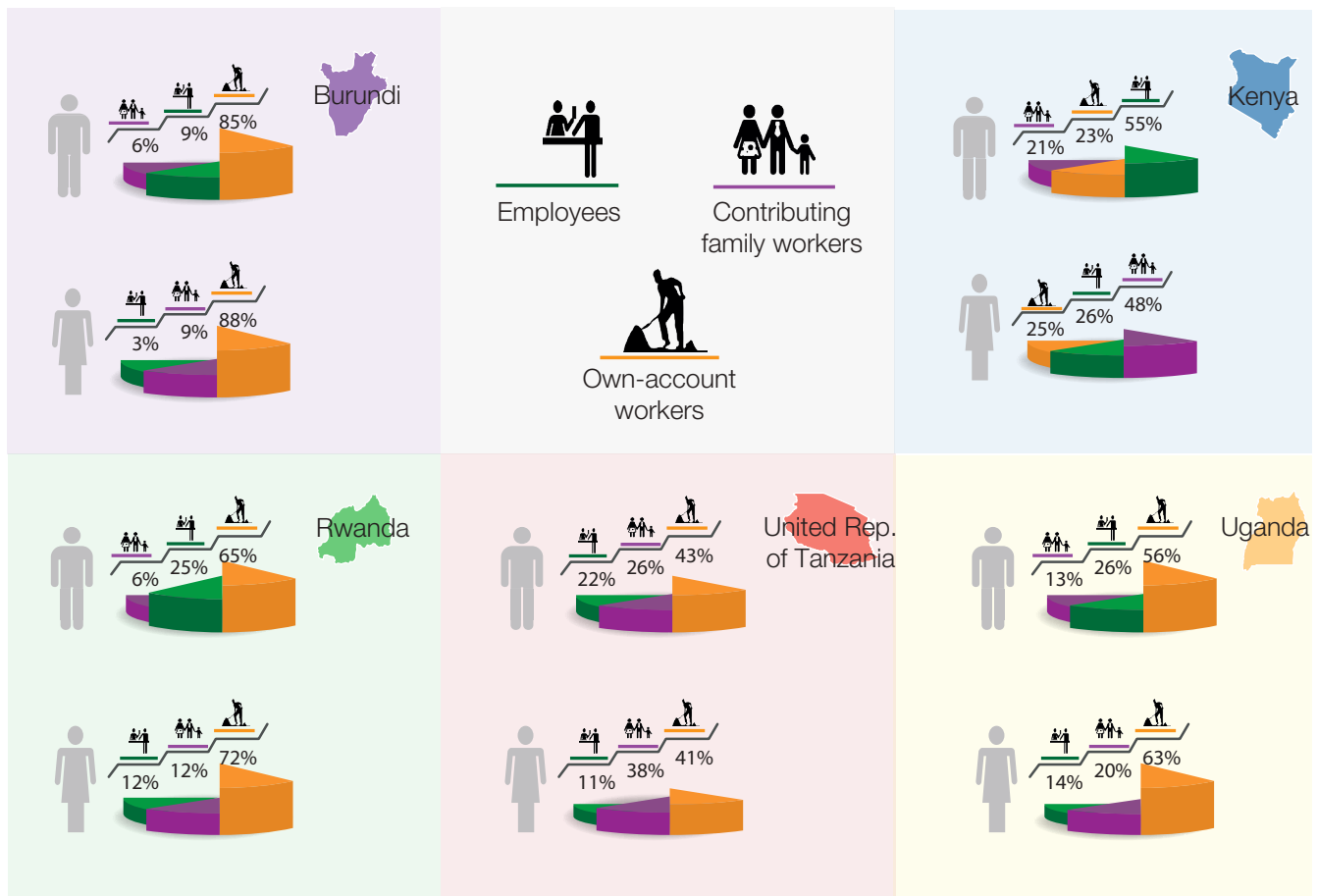
Note: Sectoral employment figures are for 2012 in Rwanda, for 2014 in the United Republic of Tanzania, and for 2013 in Uganda. Sectoral employment figures are International Labour Organization estimates for 2015 for Burundi and Kenya.

## KEY FACTS

- The sectoral distribution of economic activity has shifted over time away from agriculture towards services in EAC member countries, and services has become the main sector of the economies.
- The structural change in economic activity was not accompanied by an equally strong shift in the employment structure, and agriculture continues to be the main employment sector in the EAC.
- The sectoral shift of labour was particularly weak for women: 96 per cent of women in Burundi, 76 per cent in Kenya, 84 per cent in Rwanda, 71 per cent in the United Republic of Tanzania, and 77 per cent in Uganda are still employed in agriculture.
- Women's employment in services mainly increased in low-skilled services such as trade and tourism, while men accessed more positions in higher-skilled services such as transport and communication.

# Gender profiles of EAC member countries

## Employment by work status



Source: ILOstat database (accessed in February 2017).

Note: The figures for employment by work status are for 2012 in Rwanda and Uganda, and for 2013 in the United Republic of Tanzania. Employment by work status figures are International Labour Organization estimates for 2015 for Burundi and Kenya.

## KEY FACTS

- Women are predominantly employed as own-account workers and contributing family workers, the two forms of vulnerable employment: 97 per cent of women in Burundi, 73 per cent in Kenya, 84 per cent in Rwanda, 80 per cent in the United Republic of Tanzania, and 83 per cent in Uganda are employed as own-account or contributing family workers.
- Although vulnerable employment is also common among men, men hold a significantly higher share of wage-salary employment than women.
- Women are more likely than men to be in informal employment, and they account for a relatively higher share of overall informal employment.
- Women lag behind men to different degrees in terms of wages in various sectors of the economy.

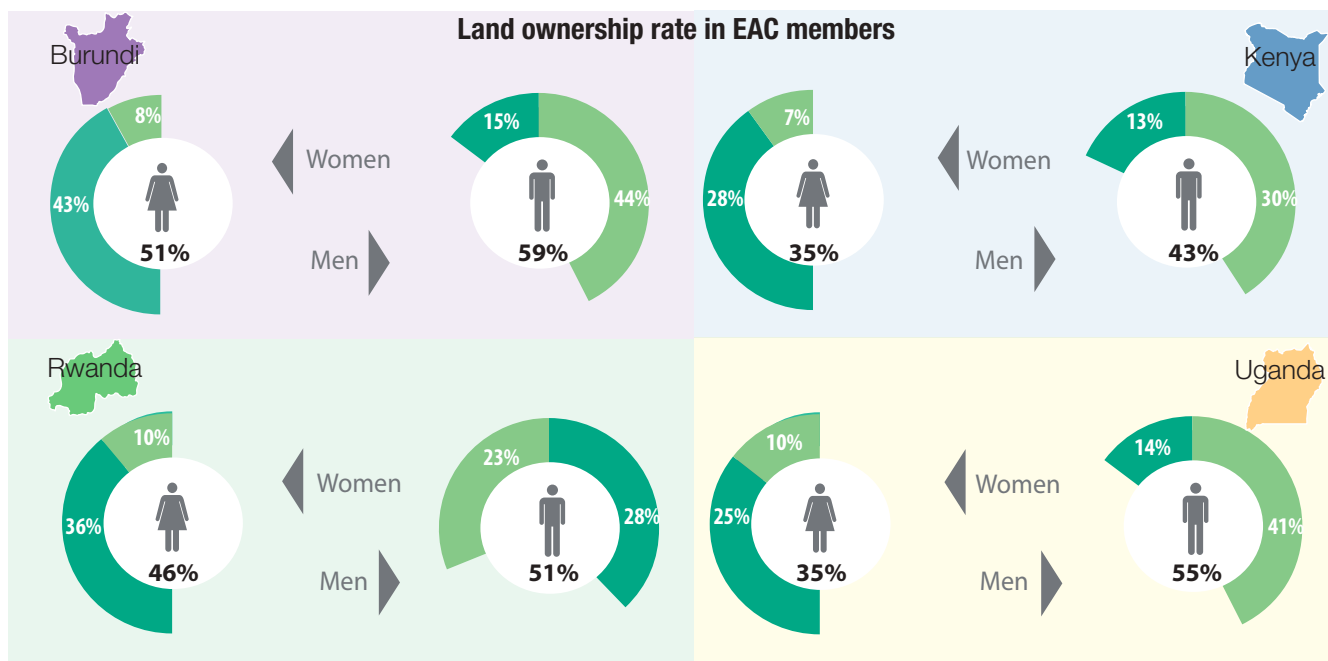


# Gender profiles of EAC member countries

## Land ownership



Land is a key asset for rural women's livelihoods given the dominance of agriculture in female employment in the EAC. Land can be used for subsistence farming, cash crop farming, and as collateral for borrowing.



● Sole ownership
 ● Joint ownership

Source: World Bank, Gender Statistics database (accessed in February 2017).

Note: Land ownership figures are for 2010 in Burundi, 2014 in Kenya, 2015 in Rwanda, and 2011 in Uganda. Land covers both agricultural and residential areas. The rates for women are defined for the 15-49 year-old age group.

## KEY FACTS

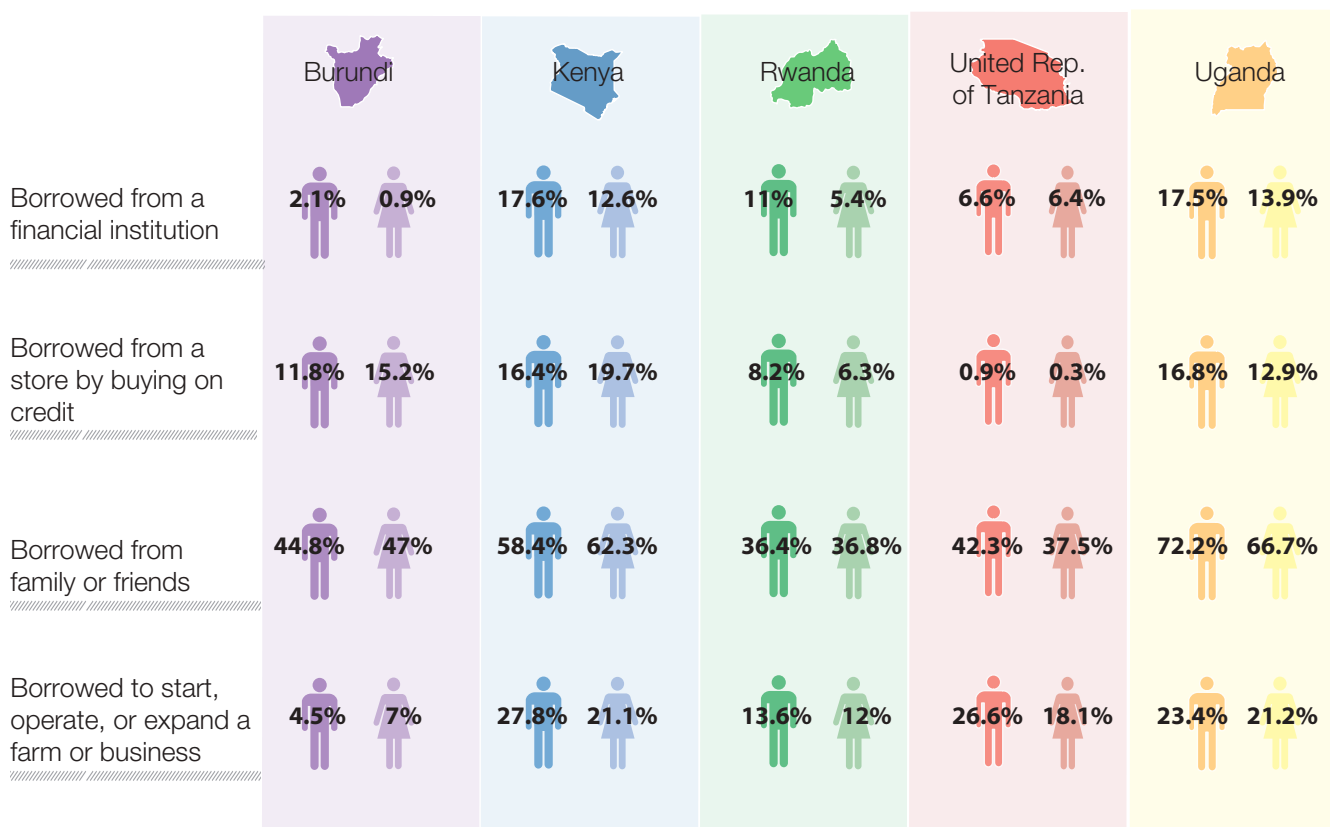
- A lower share of women tends to be landowners in the EAC. Only 51 per cent of women in Burundi, 35 per cent in Kenya and Uganda, and 46 per cent in Rwanda are landowners.
- The gender gap in landownership is particularly high in Uganda.
- Sole ownership is more common among men, while women tend to be joint owners.

# Gender profiles of EAC member countries

## Credit access and usage



Access to credit is a key issue for women farmers and business owners in starting or expanding their farm or business, as they often possess fewer resources and assets than men.



Source: World Bank, World Development Indicators database (accessed in May 2017).

Note: Credit figures are for 2014 in all countries and refer to shares in the population of men and women ages 15 and older.

## KEY FACTS

- In EAC member countries, family or friends continue to be the most widespread source of borrowing as a key informal channel of credit for both men and women.
- Borrowing from a financial institution is limited in the EAC region. In Kenya and Uganda, around 18 per cent of men borrowed from a financial institution while only about 14 per cent of women did so.
- Among EAC members, borrowing for investment purposes is more common in Kenya, Uganda, and the United Republic of Tanzania. However, a lower share of women borrows to start, operate, or expand a farm or business, particularly in Kenya and the United Republic of Tanzania.

# Gender profiles of EAC member countries

## Time-use pattern (per day)



Women's unpaid care and domestic work burden limits the number of hours they can devote to productive on-farm and off-farm activities, constrains their mobility, and limits their access to market resources and information as compared to men.



Paid work

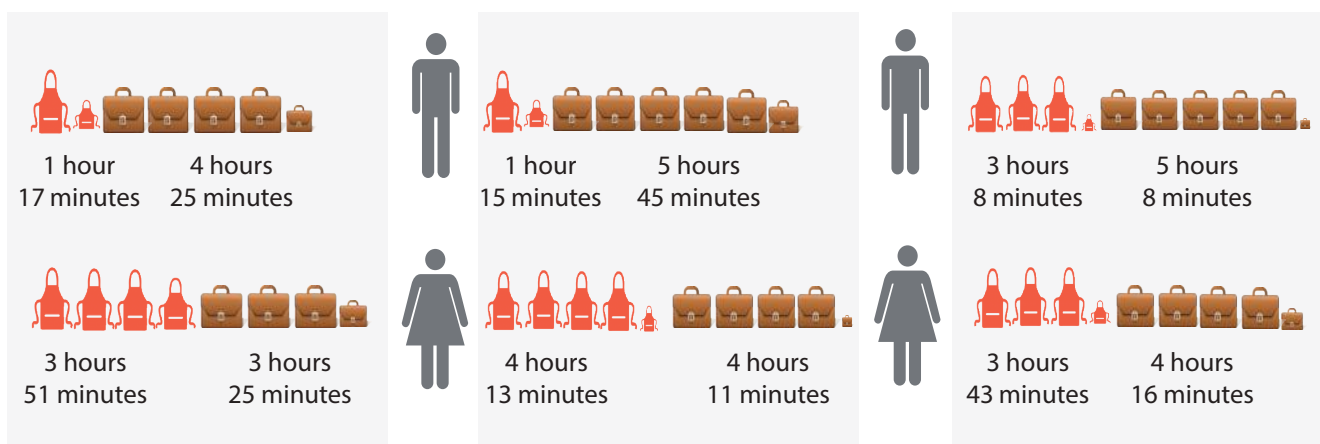


Unpaid work

Rwanda

United Rep. of Tanzania

Uganda



Source: UN Women (2016).

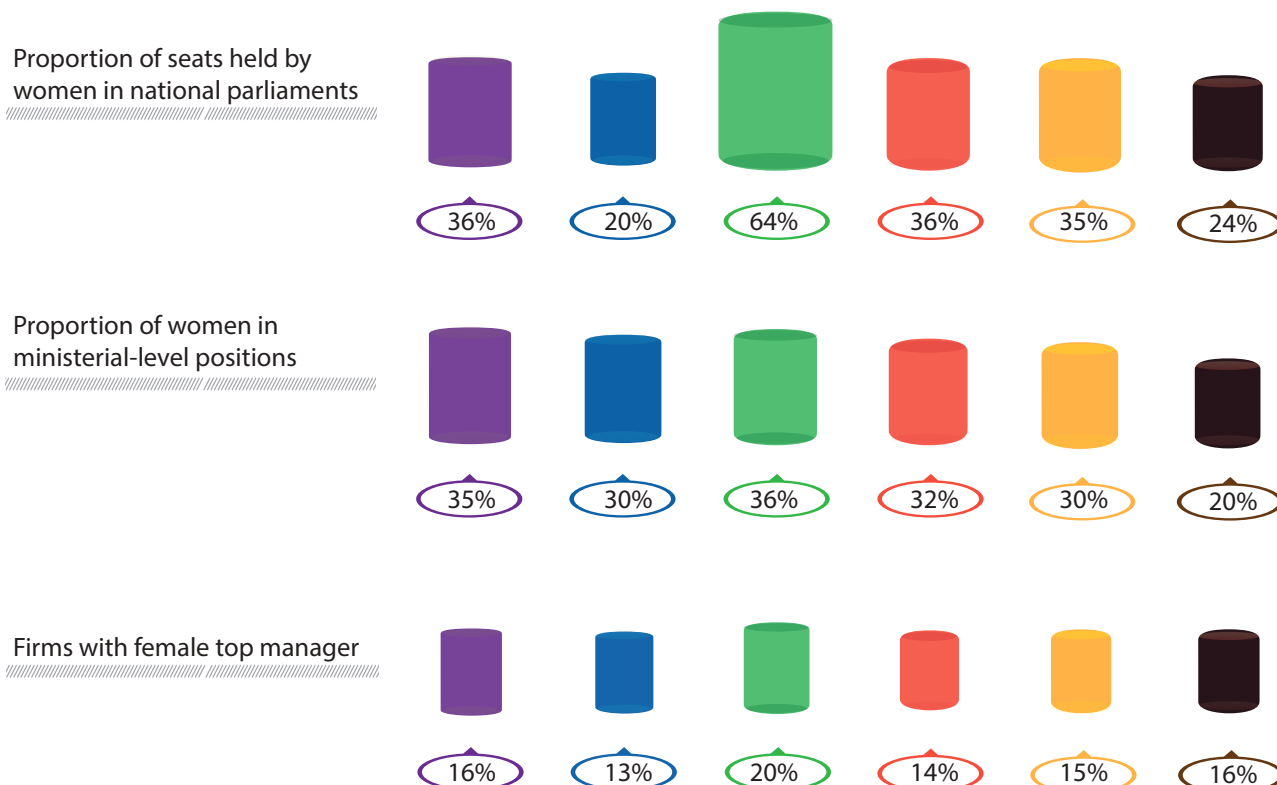
Note: Time-use figures are for 2006 in the United Republic of Tanzania, 2010 in Uganda, and 2011 in Rwanda.

## KEY FACTS

- Women shoulder a higher share of unpaid care work than men, in line with the traditional gender division of labour.
- Women spend 3, 3.5, and 1.2 times more minutes per day on unpaid care and domestic work than men in Rwanda, the United Republic of Tanzania and Uganda, respectively.
- As a reflection of the unequal division of unpaid work, women tend to work less in paid work than men.

# Gender profiles of EAC member countries

## Participation in decision-making processes



Source: World Bank Gender Statistics database (accessed in February 2017).

Note: Data for firms with female top manager are for 2016 in SSA, for 2011 in Rwanda, for 2014 in Burundi, and for 2013 for the rest of the countries. Political participation indicators are for 2015 for all countries. SSA: sub-Saharan Africa.

## KEY FACTS

- EAC partner states have performed well above the sub-Saharan Africa (SSA) average in terms of the participation of women in the parliament and ministries. While 38 per cent of the seats in the national parliament and 32 per cent of ministerial-level positions were held by women on average in the EAC, the same averages were 24 per cent and 20 per cent for SSA.
- Rwanda is a particularly outstanding case, becoming the first country in history to have a higher share of women in the parliament than men in 2008. In 2015, 64 per cent of the seats were held by women.
- Women's participation rate in top managerial positions in firms in the EAC is equal to the SSA average of 16 per cent. Hence, women's achievements in firm management are less pronounced than those in political life.

# Gender-related inputs in the context of EAC regional integration

## International and regional setting



- All EAC members ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Protocol to the African Charter on the Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol).

- The East African Legislative Assembly (EALA) passed the EAC Gender Equality and Development Bill on 8 March 2017 with the aim of consolidating the various instruments on gender equality into one legally binding document.

- Article 5 of the EAC Treaty states that the EAC shall ensure the mainstreaming of gender in all endeavours of the community; Articles 121 and 122 of the treaty refer to the role of women in socioeconomic development and business, and both articles highlight the need for developing policies and programmes to promote gender equality.

## National setting



- All EAC members recognize non-discrimination and gender equality in their constitutions.

- All EAC members have ministries working on gender equality issues, and recognise gender issues in their National Development Strategies.

- All EAC members recognize equal ownership rights to property between men and women.

- There is a significant gender gap in inheritance laws in all EAC member countries except Rwanda.

- There are quotas for women representatives in the parliaments of all five EAC member states; however, there are no quotas for women on corporate boards or candidate lists in elections.

- The law mandates equal remuneration for work of equal value in Kenya, the United Republic of Tanzania, and Uganda.

- The law mandates non-discrimination based on gender in hiring only in Burundi and the United Republic of Tanzania.

- Traditional patriarchal attitudes that are dominant, particularly in rural areas, continue to be an obstacle to achieving gender equality despite the commitments made by governments.

## Trade policy



- All EAC member countries except Burundi have national trade policies.

- Kenya (2017), Rwanda (2010), and the United Republic of Tanzania (2003) make reference to gender in their national trade policy documents, while Uganda's national trade policy document (2007) does not. However, Uganda's national export strategy includes gender considerations.

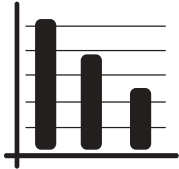
- Country-level programmes and associations were initiated to support women's participation in EAC economies under trade reforms. Major examples include Burundi's Association of Women in Business, Kenya's Women Enterprise Fund, Rwanda's Chamber of Women Entrepreneurs, the United Republic of Tanzania's Women Entrepreneurship Development Programme, and Uganda's Women's Entrepreneurship Programme.

- The main challenge for all the EAC members is to increase the reach of these targeted programmes by increasing their funding and monitoring their effective implementation.

Source: Compiled by the UNCTAD secretariat based on various sources.

# Gender employment effects of trade integration in EAC member countries

## Tariff liberalization in EAC export markets



- Led to an **increase in the share of female workers overall** in manufacturing firms in Kenya, the United Republic of Tanzania, and Uganda.
- Led to a **decline in the share of female workers overall** in manufacturing firms in Burundi.
- The impact of the EAC Customs Union on women's employment was **positive for production workers in Kenya, the United Republic of Tanzania and Uganda**, but **negative for production workers in Burundi**.
- Women in **non-production jobs** did not experience an employment boost as a result of trade liberalization policies.

EAC regional integration

## Tariff liberalization in non-EAC export markets



- Had an overall positive impact on women's employment in EAC member countries, though the impact was much smaller than the one from intra-EAC regional integration.
- Similar to the case of intra-EAC tariff liberalization, this effect was realized only for production workers.
- In terms of the destination of exports outside the EAC region, only tariff liberalization in European Union and Asia Pacific export markets had a positive but small effect on women's employment in production jobs overall in EAC members.

Tariff policies implemented outside  
the EAC region

## Other factors



- A firm's orientation towards exports led to an overall increase in women's employment in production jobs in manufacturing firms in EAC member countries.
- International certification had a positive impact on women's employment overall in EAC members.
- Tariff liberalization on imports from the rest of the world had a negative effect on women's employment in production jobs, even though the opposite effect would be expected given the increase in the overall tariff rate applied by EAC members to imports from the rest of the world during this period.

Source: UNCTAD estimates using data obtained from the World Bank's Enterprise Surveys and World Integrated Trade Solution database.  
Note: The case of Rwanda could not be analysed due to data constraints.

# Policy recommendations to support women during the process of EAC regional integration



# Policy recommendations to support women during the process of EAC regional integration



## Education

- EAC members need to take further steps to facilitate the access of primary school graduates to secondary and tertiary education and to close the gender gap in secondary and tertiary education.
- Vocational training programmes and joint public/private sector educational initiatives such as on-the-job training and skill development programmes for women need to be expanded in higher-value-added sectors.



## Employment

- Targeted input subsidies, technological investments, and extension and advisory services could be used to support the shift of female farmers in agriculture towards higher-value-added sectors.
- Enforcing protection against gender-based discrimination is essential to incentivise both vertical and horizontal mobility, in turn promoting women's participation in expanding sectors.
- Training programmes and employment offices could help facilitate women's access to wage/salary employment.
- Incentive programmes need to be implemented to encourage more domestic manufacturing firms in EAC members to open up to international markets.
- There is a need for accompanying measures such as training programmes to help women benefit from trade-related employment opportunities.
- By developing or continuing programmes that help firms achieve international certification, countries can create another channel to boost female employment in the manufacturing sector in EAC member countries.



## Access to resources

- Capacity-building programmes are needed to achieve gender-equitable land tenure governance and to transform customs that constrain women's access to land.
- Country-level credit initiatives may need to be reconceived in order to ease barriers to credit and close the gap in access to credit.
- A regional credit mechanism could be put in place to support women entrepreneurship uniformly across EAC member countries, given that the implementation of country-level initiatives to support women entrepreneurs is neither sufficient nor uniform.



## Unpaid care and domestic work burden

- Policymakers need to take women's unpaid work burden into consideration by introducing policy instruments such as affordable childcare facilities and education programmes directed towards transforming the established gender division of labour in the society.



# Policy recommendations to support women during the process of EAC regional integration



## Decision-making

- Further efforts are needed to increase women's participation in managerial positions in firms. Targeted policy initiatives such as launching online talent pools of women for managerial positions, as in the case of the European Union, could prove to be effective.



## Gender policy at the national and regional level

- Stereotypes and social rules still very much embedded in most cultures and societies may inhibit full implementation of institutions and legal frameworks to promote gender equality. The EAC Gender Equality and Development Bill can provide the opportunity to develop a region-wide approach to efficiently promoting long-term advocacy campaigns across the EAC member countries.
- Women's participation in trade policy processes needs to be enhanced.
- Implementation of the United Nations Sustainable Development Goals could be made gender-sensitive, and not only with reference to the gender equality goal (SDG 5). The EAC could play a guiding role in this regard.



## Gender mainstreaming in trade policy



- When negotiating new trade agreements at the national or regional levels and in possible future amendments to the EAC treaty and its protocols, EAC member countries may wish to consider the recent free trade agreements between Chile and Uruguay and between Canada and Chile as a new approach to mainstreaming gender in trade policy.
- EAC partner states may wish to carry out ex-ante gender impact assessments of the trade reforms they plan to implement at the national or regional levels. Such assessments would give them an indication of the likely impact of trade reforms on women and, in the event of foreseen negative effects, provide an opportunity to put compensatory measures in place.
- Trade-focused capacity-building programmes to strengthen women's access to credit, entrepreneurship, and skill development need to be developed further to increase their reach and efficiency.
- Gender-sensitive value-chain analyses need to be conducted in key export sectors across all EAC members in order to develop more specific measures that incentivise the participation of women in higher-value-added export sectors.






## Learning from gender mainstreaming in other regions

- The European Union's gender policy framework provides a positive example of gender mainstreaming at the regional level for the EAC.
- Regional funds could be introduced as a leverage effect to help close the gaps in funding across the EAC members, as in the case of the European Union.
- Uniform and improved collection of gender-disaggregated data should be institutionalized throughout the EAC region.
- The EAC should build platforms to exchange good practices and peer learning among member countries and undertake an annual review of key actions carried out by members towards implementing the goals of the EAC Gender Equality and Development Bill.



# Policy recommendations in practice: Implementation and monitoring

	TARGETS	STAKEHOLDERS	POSSIBLE ACTIONS AND ACTIVITIES	MONITORING (Performance Indicators)
 EDUCATION	1a. Increased number of girls attending school for secondary and tertiary education. 1b. Increased female adult literacy.	<i>National:</i> Ministries of Education and Gender. <i>Regional:</i> EAC Secretariat (Clause 8 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> NGOs focused on education.	<ul style="list-style-type: none"> <li>• Compulsory education at higher levels.</li> <li>• Awareness-raising events and incentive programmes to promote the education of girls.</li> <li>• Literacy training for adults.</li> </ul>	<ul style="list-style-type: none"> <li>• Gross enrolment rates by gender in secondary and tertiary education.</li> <li>• Adult literacy rates by gender in urban and rural areas.</li> </ul>
	2a. Improved skills of women as workers and producers.	<i>National:</i> Ministries of Labour, Gender, and Education. <i>Regional:</i> EAC Secretariat (Clause 11 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> Women's economic associations.	<ul style="list-style-type: none"> <li>• Skill development programmes in female-intensive sectors.</li> <li>• Training certification programmes.</li> <li>• Curricula design in formal education according to the needs of the market.</li> </ul>	<ul style="list-style-type: none"> <li>• Number and reach of the proposed programmes.</li> <li>• Independent evaluation of curricula.</li> </ul>
 EMPLOYMENT	3a. Increased employment of women in high-value-added tradable sectors. 3b. Increased share of women in wage/salary employment.	<i>National:</i> Ministries of Labour and Gender. <i>Regional:</i> EAC Secretariat (Clause 14 of the EAC Gender Equality and Development Bill) <i>Civil society:</i> Women's economic associations and labour organizations.	<ul style="list-style-type: none"> <li>• Legal protections against all forms of gender-based discrimination in the workplace.</li> <li>• Employment offices to ease the matching of women with vacancies.</li> <li>• Incentive programmes for exporting and international certification of firms.</li> </ul>	<ul style="list-style-type: none"> <li>• Oversight of legal framework.</li> <li>• Employment share of women in targeted high-value-added tradable sectors.</li> <li>• Employment share of women in wage/salary employment.</li> </ul>
	4a. Shift of female farmers from subsistence and staple crop farming towards higher-value-added agricultural products in export cash crop and non-traditional agricultural export markets.	<i>National:</i> Ministries of Agriculture, Trade, and Gender. <i>Regional:</i> EAC Secretariat (Clauses 12 and 16 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> Women's organizations and rural development NGOs.	<ul style="list-style-type: none"> <li>• Targeted input subsidy programmes for women farmers.</li> <li>• Technological investments to support women's shift to higher-value-added agricultural production.</li> <li>• Tailored extension and advisory services for women.</li> </ul>	<ul style="list-style-type: none"> <li>• Share of female farmers in export cash crop and non-traditional agricultural export markets.</li> <li>• Share of high-value-added agricultural exports traded by female farmers.</li> </ul>


# Policy recommendations in practice: Implementation and monitoring

	TARGETS	STAKEHOLDERS	POSSIBLE ACTIONS AND ACTIVITIES	MONITORING (Performance Indicators)
 ACCESS TO RESOURCES	5a. Increased share of women as landowners. 5b. Increased access of women to formal sources of credit.	<i>National:</i> Ministries of Trade/Finance, Agriculture, and Gender. <i>Regional:</i> EAC Secretariat (Clauses 11 and 13 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> Women's organizations and credit associations.	<ul style="list-style-type: none"> <li>• Programmes to transform customs that inhibit women's access to land and to support gender-equitable land tenure.</li> <li>• Enhancement of national credit programmes and introduction of a regional credit mechanism targeting women.</li> </ul>	<ul style="list-style-type: none"> <li>• Incidence of land ownership (agricultural and non-agricultural) by gender.</li> <li>• Rate of access to formal sources of credit by gender.</li> </ul>
 UNPAID CARE AND DOMESTIC WORK	6a. Gender-equal distribution of unpaid care and domestic work. 6b. Capacity-building programmes that take into account women's care obligations.	<i>National:</i> Ministries of Gender and Labour. <i>Regional:</i> EAC Secretariat (Clauses 11 and 14 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> NGOs that focus on gender equality.	<ul style="list-style-type: none"> <li>• Increased availability of public and private childcare facilities.</li> <li>• Parental leave policy.</li> <li>• Awareness-raising programmes to transform the traditional gender division of unpaid work.</li> </ul>	<ul style="list-style-type: none"> <li>• Minutes per day spent by men and women on unpaid care and domestic work.</li> <li>• Oversight of capacity-building programmes with a gender lens.</li> <li>• Number and content of the proposed programmes.</li> </ul>
 DECISION MAKING	7a. Increased participation of women in supervisory and managerial positions in firms. 7b. Increased participation of women in political life.	<i>National:</i> Ministries of Gender and Labour. <i>Regional:</i> EAC Secretariat (Clause 10 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> Women's economic associations, NGOs that focus on women's political participation.	<ul style="list-style-type: none"> <li>• Introduction of talent pools to increase the visibility of women for supervisory and managerial positions.</li> <li>• Award programmes for firms that increase the share of women in supervisory and managerial positions.</li> <li>• Introduction of gender quotas for candidate lists for elections.</li> </ul>	<ul style="list-style-type: none"> <li>• Share of women in supervisory and managerial positions in each sector.</li> <li>• Share of women representatives in political governance at the local level and on election lists.</li> </ul>

# Policy recommendations in practice: Implementation and monitoring

	TARGETS	STAKEHOLDERS	POSSIBLE ACTIONS AND ACTIVITIES	MONITORING (Performance Indicators)
 GENDER POLICY	8a. Eradication of established gender stereotypes in the society. 8b. Women's empowerment and their equal participation in economic, social, and political life.	<i>National:</i> Ministries of Gender in collaboration with other ministries in relevant fields. <i>Regional:</i> EAC Secretariat (Clauses 17, 18, 19 and 20 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> NGOs that focus on gender equality.	<ul style="list-style-type: none"> <li>• Development of long-term advocacy campaigns on gender equality at the national and regional levels.</li> <li>• Organization of awareness-raising events (such as Equal Pay Day) in member countries.</li> <li>• Implementation of all relevant Sustainable Development Goals (besides SDG 5, which is specifically about gender) in a gender-sensitive way.</li> </ul>	<ul style="list-style-type: none"> <li>• Number and content of advocacy campaigns on gender equality and awareness-raising events.</li> <li>• Monitoring of SDGs with a gender lens.</li> </ul>
 GENDER MAINSTREAMING IN TRADE POLICY	9a. Increased gender mainstreaming in trade policy and documents.  10a. Improved capacity of women to participate in expanding sectors under trade reforms. 10b. Increased participation of women in higher-value-added export sectors.	<i>National:</i> Ministries of Trade and Gender. <i>Regional:</i> EAC Secretariat (Clause 14 of the EAC Gender Equality and Development Bill). <i>Civil society:</i> Women's organizations, NGOs that focus on trade.  <i>National:</i> Ministries of Trade, Labour, and Gender. <i>Regional:</i> EAC Secretariat (Clauses 11, 12 and 14 of the EAC Gender Equality and Development Bill and gender-sensitive implementation of the EAC Non-Tariff Barriers Bill). <i>Civil society:</i> Women's organizations, NGOs that focus on trade.	<ul style="list-style-type: none"> <li>• Introduction of gender chapters in future free trade agreements in the region.</li> <li>• Conducting of ex-ante gender impact assessments of trade reforms under consideration.</li> <li>• Promotion of participation by women's organizations in trade policy processes.</li>   <li>• Enhancement of trade-focused capacity-building programmes targeting women (i.e., credit, business knowledge, and entrepreneurship).</li> <li>• Support for women's networks, associations, and cooperatives and their use of information and communications technologies in accessing market information.</li> <li>• Gender-sensitive value-chain analyses to identify areas for skill development</li> </ul>	<ul style="list-style-type: none"> <li>• Independent oversight of ongoing trade agreement processes with a gender lens.</li>   <li>• Number and reach of trade-focused capacity-building programmes in export sectors.</li> <li>• Number and reach of women's networks, associations, and cooperatives in tradable sectors.</li> <li>• Number and extent of gender-sensitive value-chain analyses and monitoring of women's participation in value chains.</li> </ul>

# Policy recommendations in practice: Implementation and monitoring

	TARGETS	STAKEHOLDERS	POSSIBLE ACTIONS AND ACTIVITIES	MONITORING (Performance Indicators)
			<p>and technological investments to support women's shift to higher-value-added segments.</p> <ul style="list-style-type: none"> <li>• Gender-sensitive implementation of development assistance projects (such as Aid for Trade).</li> <li>• Use of supplier diversity initiatives (such as WEConnect) to enhance women's access to foreign markets.</li> </ul>	
 REGIONAL GENDER POLICY	<p>11a. Enhanced regional capacity to promote gender equality in general and in the context of trade reforms.</p>	<p><i>Regional:</i> EAC Secretariat (all clauses of the EAC Gender Equality and Development Bill).  <i>Civil society:</i> Women's organizations at the EAC level.</p>	<ul style="list-style-type: none"> <li>• Regional platforms to exchange good practices and peer learning among EAC member countries.</li> <li>• A uniform monitoring framework for actions towards the goals of the EAC Gender Equality and Development Bill.</li> <li>• Use of the Gender Barometer on a regular basis.</li> <li>• Institutional structure for uniform and improved collection of gender-disaggregated data across EAC members.</li> <li>• Support to EAC member countries for gender equality advocacy campaigns, gender-sensitive implementation of the Sustainable Development Goals, and gender mainstreaming in trade policy.</li> </ul>	<ul style="list-style-type: none"> <li>• Number and content of the proposed regional initiatives.</li> <li>• Number and content of toolkits and guidelines on gender mainstreaming in trade policy introduced at the regional level.</li> </ul>

## REFERENCES

Lall S (2000). The Technological Structure and Performance of Developing Country Manufactured Exports, 1985–98. *Oxford Development Studies*. 28(3): 337–369.

United Nations Conference on Trade and Development (UNCTAD) (2018). *East African Community Regional Integration: Trade and Gender Implications*. Geneva: UNCTAD.

United Nations Development Programme (UNDP) (2016). *Human Development Report 2016*. New York: UNDP.

UN Women (2016). *Progress of the World's Women 2015–2016: Transforming Economies, Realizing Rights*. New York: UN Women.





UNITED NATIONS

[gender@unctad.org](mailto:gender@unctad.org)  
<http://unctad.org/gender>