



WOW // Work and
Opportunities
for Women

Trade Mark East Africa (TMEA): Gender Review

WOW Helpdesk Query 9

Final Report

Amanda Shaw

October 2018



Request for Support

Enquirer: Mary Thompson (Senior SDA, DFID) and Rob Ruby (SRO, TMEA)

Key questions:

- What progress has TMEA made on gender during phase 1, and
- What should it focus on in phase 2?

This should consider:

- What concrete progress has been made on gender and trade policy, what lessons have been learned and are there clear gaps?
- What progress has been made in gender mainstreaming and has this been well institutionalized?
- What progress has been made in the women and trade programme and what are the synergies between this strand of work and the gender mainstreaming work?
- What can be done to improve M&E of TMEA's gender strategy? Are there other tools and methodologies (in addition to what is currently there) that can be used by TMEA?
- How might TMEA adapt its focus for the new gender strategy that will be developed this year?

The review should prioritise TMEA's gender mainstreaming work; a detailed review of the Women in Trade programme is not needed, as it already has an M&E plan in place.

Table of Contents

Request for Support	2
Table of Contents	3
Executive Summary	5
Abbreviations	7
1. Introduction	8
1.1 Background to Trade Mark East Africa.....	8
1.2 Query Aims and Methods.....	8
1.3 Overview of the report.....	9
2. The Framework and Process for Gender Mainstreaming	10
2.1 An Overview of TMEA’s Gender Work 2010-2015.....	10
2.2 Launch and roll out of the first Gender Mainstreaming Strategy (2015-16).....	10
3. Progress and Challenges in Institutionalising Gender Mainstreaming	12
3.1 Institutionalising Gender mainstreaming	12
3.2 Progress on Gender Policy Commitments and Mainstreaming Priorities.....	13
3.3 Institutionalisation in Programmes.....	14
4. Results of Gender Mainstreaming	16
4.1 Gender and Trade Policy Results	16
4.2 Key Programmatic Results Reported	17
4.3 Results by Country	18
4.4 Key Gaps	19
4.5 Results related to the Women and Trade Programme (SO3).....	21
5. Conclusion and Recommendations	23
5.1 Enhancing Results	23
5.2 Potential Areas of Focus for Strategy 2.....	26
5.3 Recommendations	29
5.4 Conclusion	31
Appendices	32
Appendix 1: Progress on the Gender Mainstreaming Plan 2015-2017	32
Appendix 2: List of Tools	36

Appendix 3: Documents Reviewed	36
Appendix 4: Interviews undertaken	37
Appendix 5: TMEA Gender Mainstreaming Budget.....	38
Appendix 6: Key Gender Results (from Strategy 1 Close-out Report)	39
Appendix 7: Organisational Structure.....	40
Appendix 8: Staff with Direct Gender and Women and Trade Responsibilities.....	41
Appendix 9: Summary of Results: Women and Trade Programme 2011-2017	42
Appendix 10: Women and Trade Results Chain	42
Appendix 11: Main Gender Related Activities (from Country Gender Action Plans)	43
Appendix 12: Partnership Work on Gender and Trade	47

List of Tables

Table 1: 2012 Gender Policy Commitments.....	10
Table 2 Overview of TMEA's Gender Work (2010-2018)	11
Table 3: Progress on 2015 Gender Policy Commitments.....	13
Table 4: Progress on Implementing the Priorities of the Gender Strategy and Plan (2015-2017)	14

Executive Summary

Trade Mark East Africa (TMEA) is an aid-for-trade organisation set up by the UK Department for International Development (DFID) in 2010 to support the growth of regional and international trade in East Africa. Its aims are to grow prosperity and tackle poverty in East Africa through increased trade. TMEA works with East Africa Community (EAC) institutions, national governments, the private sector and civil society organisations. In its first phase, TMEA pursued three main strategic objectives (SOs): (1) increasing physical access to markets (border posts and ports infrastructure, border management); (2) enhancing the trade environment; and (3) improving business competitiveness.

These SOs were pursued through via both a regional programme and country-level plans.

TMEA is currently implementing Strategy 2 with the aim of increasing trade as a way to contribute to sustainable, inclusive prosperity, to be achieved through (1) reduced barriers to trade and (2) improved business competitiveness.

This review was commissioned by DFID's Africa Regional Department (ARD), through the DFID-funded Women and Opportunities for Women (WOW) Helpdesk. It is intended to provide DFID with a light-touch review of TMEA's progress on gender mainstreaming to date, to guide the 2018 TMEA Annual Review, and to feed into the development of the next gender mainstreaming strategy. It is based on a desk-based document review supplemented by 13 interviews with key TMEA and DFID staff and partners.

The review identifies significant areas of progress in TMEA's gender mainstreaming work as well as some ongoing challenges. During the first gender mainstreaming strategy, TMEA developed several tools, raised staff awareness of gender and created an infrastructure and organisational culture for taking forward the gender mainstreaming work. As a result, TMEA successfully implemented targeted programming on Women and Trade, ensured most TMEA programmes collected sex-disaggregated data, advanced gender sensitive work in border infrastructure and, to some extent, supported the inclusion of gender concerns into specific trade policies. The review finds that the strongest results related to Business Competiveness (original SO3), driven by results from the Women and Trade programme and partners, but that the key gaps remain in mainstreaming gender more strategically and effectively in relation to trade infrastructure (original SO1) and trade policy (original SO2). Kenya and Rwanda offered promising examples of trade policy advocacy work, with some bright spots in Uganda and Tanzania as well, while South Sudan and Burundi suffered from significant contextual challenges but were still able to undertake some work with women traders. However the approach to trade policy appears to have been somewhat ad hoc and would benefit from a more strategic approach going forward.

The review also highlights five main challenges for TMEA gender mainstreaming:

1. Difficulty linking gender mainstreaming results to wider strategic change pathways.
2. Difficulty identifying discrete results from gender mainstreaming versus gender targeted work.
3. Uneven capacity for gender analysis across the organisation.

4. Weaknesses in the organisational structure for taking forward gender mainstreaming;
5. Limited resources compared to overall TMEA budgets.

The review suggests several improvements to results tracking, including developing a more robust gendered theory of change, refining what is meant by project gender components, clearly differentiating results from programmes that have mainstreamed gender compared to results from programmes that undertake targeted work, integrated qualitative indicators for programmes, and better tracking how budget is allocated for project gender components.

For TMEA's overall results strategy, the review suggests: unpacking corporate level 'key assumptions' about gender; aligning the proposed new baseline study on women's economic empowerment with clearly defined outcomes and pathways for change as well as existing good practice; and integrating gender-sensitive (in addition to sex-disaggregated) indicators into the results framework.

The review concludes with six main recommendations, put forward for practically strengthening TMEA's gender mainstreaming work going forward:

1. Enhance cross-learning between the Women and Trade programme and the Gender Unit;
2. Strengthen TMEA's capacity to undertake gender analysis across the teams through increasing both specialist and human resources and training;
3. Review and enhance the effectiveness of organisational structures and processes to support mainstreaming;
4. Develop the next gender mainstreaming strategy in a participatory manner;
5. Through the 2018 Annual Review draw out further learning in areas where this review has identified gaps e.g. on how gender is integrated in the project appraisal system, on the functioning of the focal gender points and working groups as well as on the outcomes of past work on one-stop border posts and trade policy;
6. Align the evaluation of TMEA gender mainstreaming work with that of the Women and Trade programme, so as to make the most of opportunities to facilitate cross-learning and understand how targeted work informs mainstreaming.

Given its light touch nature, this review can only provide initial indications on the key strategic directions on gender that TMEA can pursue in the next phase. To flesh this out requires focused lesson learning across the Women and Trade programme and wider gender mainstreamed work, to define clear pathways of change. With the definition of Strategy 2 goals of sustainable and inclusive prosperity TMEA is well positioned to do this given sufficient investment and adequate resources and progress towards the goal of becoming the lead authority on gender and trade in the region.

Abbreviations

AGOA	African Growth and Opportunities Act
ARD	Africa Regional Department (DFID)
CCGD	Collaborative Centre for Gender and Development (Kenya)
CFCIB	Federal Chamber of Commerce and Industry (Burundi)
DFID	Department for International Development (UK)
EAC	East African Community
EACSOFF	East Africa Civil Society of Organisations Forum
EASSI	Eastern African Sub-regional Support Initiative for the Advancement of Women
GMS	Gender Mainstreaming
IBM	Integrated Border Management
IITC	Inter-Institutional Trade Committee (Uganda)
KAM	Kenya Association of Manufacturers
KEPSA	Kenya Private Sector Association
OSBP	One-Stop Border Posts
PAR	Project Appraisal Report
SADC	Southern African Development Community
SDD	Sex-disaggregated data
SIT	Sustainable and Inclusive Trade
SO	Strategic Objective
TMEA	Trademark East Africa
ToC	Theory of Change
WICBT	Women Informal Cross Border Traders
WOW	Work and Opportunities for Women

1. Introduction

1.1 Background to Trade Mark East Africa

Trade Mark East Africa (TMEA) is an aid-for-trade organisation set up by the UK Department for International Development (DFID) in 2010 to support the growth of regional and international trade in East Africa. Its aims are to grow prosperity and tackle poverty in East Africa through increased trade. TMEA works with East Africa Community (EAC) institutions, national governments, the private sector and civil society organisations. Its current budget is roughly US\$ 560 million, funded by Belgium, Canada, Denmark, Finland, Netherlands, Sweden, the UK and the USA. The first phase of TMEA operations ran from 2010-2017 with three main strategic objectives (SOs) and related key activities:

1. Increasing physical access to markets (border posts and ports infrastructure, border management), including through constructing one-stop border posts (OSBPs)), for example (SO 1).
2. Enhancing the trade environment, with a focus on the elimination, including by eliminating non-tariff barriers (SO 2).
3. Improving business competitiveness, including through training (SO3).

TMEA is currently implementing Strategy 2 with the aim of increasing trade as a way to contribute to sustainable, inclusive prosperity, to be achieved through two overarching objectives:

1. Reduced barriers to trade.
2. Improved business competitiveness.

Under the new strategy, TMEA works on gender and trade in two main ways: first, through a targeted Women in Trade programme now managed under SO2; and, second, through a gender mainstreaming strategy managed through the Sustainable and Inclusive Trade (SIT) department. In its 2016 Gender Mainstreaming Strategy, TMEA set out broad and ambitious goals to become the leading organisation on gender and trade in East Africa. This report contributes to a review of progress towards this goal and reviews the institution's first gender mainstreaming strategy (2016 –2017) based on desk research and 13 interviews with staff (see Appendix 4).

1.2 Query Aims and Methods

This review was commissioned by DFID's Africa Regional Department (ARD), through the WOW Helpdesk. The review is intended to provide DFID with a light-touch review of progress to date, to provide a starting point for the 2018 TMEA Annual Review, to feed into the development of the 2nd TMEA Gender Mainstreaming Strategy and an update of the Gender Policy. The review collates and builds on existing recommendations regarding mainstreaming of gender in TMEA's work. It aims to fill some of the gaps of the last independent annual review (2017), which primarily assessed quantitative targets for gender, without analysing what these meant in terms of policy and programme achievements, gaps and recommendations. The review prioritises TMEA's gender mainstreaming work. While a detailed review of the Women in Trade programme is not undertaken,

given that the results of this programme are also reported under the results of TMEA's Gender Mainstreaming work, they are discussed to some extent here.

The review involved desk research and review of documentation (see Documents Reviewed in the Appendix 3) supplemented by 13 key informant interviews with selected DFID, TMEA and partner staff. As a primarily desk-based review, and given the limitations of the available documentation, the report provides only a partial report of progress across the organisation. Moreover, some information and documentation concerning how gender mainstreaming results are reported became available only late in the review process. Some information on advocacy outcomes could not be obtained and requires further assessment. Despite these limitations, the review provide some topline findings, with the aim of feeding into the upcoming Annual Review and future evaluations, which can gather further information to address gaps and build on the analysis of lessons learned in the areas highlighted here.

1.3 Overview of the report

The key review questions are as follows and have been answered in the following order:

1. What progress has TMEA made on gender during phase 1?
 - a. What progress has been made in gender mainstreaming and has this been well institutionalized?
 - b. What concrete progress has been made on gender and trade policy, what lessons have been learned and are there clear gaps?
 - c. What progress has been made in the Women and Trade programme and what are the synergies between this strand of work and the gender mainstreaming work?
2. What should it focus on in phase 2?
 - a. What can be done to improve M&E of TMEA's gender strategy? Are there other tools and methodologies (in addition to what is currently there) that can be used by TMEA?
 - b. How might TMEA adapt its focus for the new gender strategy that will be developed this year?

Section 2 of the report outlines the framework and process for gender mainstreaming at TMEA. Section 3 details progress on institutionalising this work across TMEA, briefly highlighting some successes and challenges. Section 4 highlights results and progress within individual programme areas and country programmes. Section 5 identifies some of the gaps, and offers recommendations and a conclusion.

2. The Framework and Process for Gender Mainstreaming

2.1 An Overview of TMEA’s Gender Work 2010-2015

Some gender work was done at TMEA in the start-up phase of the organisation, from 2010 to 2012 and since 2015 the organisation has redoubled its efforts to further mainstream gender across its work. The launch of gender mainstreaming strategy followed a 2015 Gender Audit, which found that the internal reporting lines and lack of support staff constrained the overall progress of TMEA’s gender work and that there had been little progress since 2012 to concretise the four main Gender Policy commitments (see Table 1 below). The financial resources allocated for undertaking gender mainstreaming during this period were also limited (US\$ 150,000 annually - see Appendix 5), given the scope and overall budget of TMEA’s programming.

Table 1: 2012 Gender Policy Commitments

Undertake a comprehensive gender analyses of all policies, disseminate this gender policy, and develop and implement a plan of action
Build staff capacity to mainstream gender and to enhance delivery of gender responsive policies and programs internally & externally
Hold partners accountable to TMEA gender policy/mainstreaming principles as well as their own gender policies and demonstration of good practice
Promote a gender sensitive organisational culture within TMEA and among partners

2.2 Launch and roll out of the first Gender Mainstreaming Strategy (2015-16)

The 2015 Gender Audit findings led to an update to the Gender Policy and increased efforts to more systematically undertake gender mainstreaming work. The updated Gender Policy aimed to ‘provide the institutional framework for implementation of the gender mainstreaming strategy’ and to ensure that the resources were put into place for the achievement of TMEA’s gender mainstreaming overarching goal. In 2015, TMEA also quadrupled the budget available for gender mainstreaming and separately created a specific ‘Women in Trade’ programme.

Table 2 lists the key milestones in the development of TMEA gender work in the period 2010-2018. The sections below provide a narrative that explains these developments and lays out the evolving framework in place for gender mainstreaming.

Table 2 Overview of TMEA's Gender Work (2010-2018)

Year	Milestone
2010	DFID Minute: provides key recommendations for the start-up of gender work at TMEA.
2011	Gender Scoping Study: defines key directions for gender work.
2012	Gender Policy approved: concretises key directions ^{2.1} .
2014	Gender Advisor Hired
2015	Gender Audit Undertaken
	Gender Policy Updated
	Women and Trade Programme Launched
	Gender Strategy and Plan launched (2015-2017) (first gender mainstreaming strategy)
	Financial Resourced quadrupled (from 150 k to 540 k USD)
2016	Country Gender Action Plans launched
	Second Gender Audit
	Launch of TMEA International Women's Day
2017	TMEA's commits to UN Women's HeforShe campaign
	Country Gender Action Plans completed (2017-2018)
	Creation of a CEO Gender Award
2018	Creation of the Sustainable and Inclusive Trade (SIT) department headed by a Director.
	Hiring Process for Gender Manager and Officer

The policy principles, governance strategy and definitions offered by the updated Gender Policy were helpful, if somewhat overlapping with the organisation's Gender Strategy and Plan (2015-2017: hereafter: 'first gender mainstreaming strategy') which outlined the organisation's ambition 'to become the lead authority on gender in regional trade and regional integration in East Africa' (TMEA Gender Strategy and Plan: 2). In taking forward gender mainstreaming, TMEA prioritised three areas of work:

- **Priority 1.** Create a gender mainstreaming (GMS) enabling environment at TMEA.
- **Priority 2.** Influence partners to mainstream gender and build partner GMS technical capabilities.
- **Priority 3.** Shape regional gender and trade agenda.

The Strategy was guided by a theory of change linking gender to the overall goals of the organisation:

By implementing its gender mainstreaming strategy in line with its overall mandate, TMEA will make it possible for more citizens of Eastern Africa and especially those from the heretofore under-represented group (women or men as the case may be) to effectively participate in trade and enjoy the benefits of increased economic growth and a reduction in poverty (Gender Strategy and Plan 2015: 10).

The main ways that TMEA undertook gender mainstreaming during this period were through:

1. Delivering **targeted programming** on Women and Trade, delivered under 'business competitiveness' (SO 3 in the previous strategy).

2. Collecting **sex-disaggregated data** within other TMEA projects that have limited or minimal gender equality interventions in ‘increasing physical access to markets’ (SO1) and ‘enhancing trade environment’ (SO2).
3. Assuming a **‘do no harm’ approach** for other TMEA programmes/projects.

Section 3 below outlines the advances made toward TMEA’s goals.

3. Progress and Challenges in Institutionalising Gender Mainstreaming

Question 1a: What progress has been made in gender mainstreaming and has this been well institutionalized?

Overall, there have been multiple areas of progress within TMEA’s gender mainstreaming process, especially through the targeted programming work in the Women and Trade Programme. At the same time, further work is needed to identify the change pathways relevant to ongoing work on trade infrastructure and the trading environment, including changes to trade policy. The following sections set out progress in institutionalising the mainstreaming framework, and in how this translates into TMEA programming.

3.1 Institutionalising Gender mainstreaming

Concretely, the progress on TMEA’s internal processes of gender mainstreaming has seen the following achievements:

- 1) The definition of a clear position and directions on gender and trade through the Gender Policy and the Gender Strategy and Plan;
- 2) The creation and implementation of Country Gender Action Plans that integrate gender, and the application of a programme approval processes (PAR) that requires gender to be considered or a ‘do no harm’ approach justified;
- 3) The development of several specific gender mainstreaming tools to support staff’s work, which outline possibilities for intervention in particular programme areas (e.g. Mainstreaming Gender at TMEA, TMEA Gender In Trade Knowledge Tool);
- 4) The creation of an infrastructure to lead the gender work through the use of Gender Focal Points within individual programme teams and a Gender Working Group at TMEA level;
- 5) Gender awareness training for all staff and some targeted training in gender analysis for selected staff, with resulting increased awareness overall;
- 6) The collection of sex-disaggregated data across much of the organisation’s work;
- 7) Communications sharing the lessons of the Women and Trade programme in particular, increasing the visibility of gender in organisational materials;

- 8) The creation of organisational incentives and some accountability mechanisms for staff’s work on gender (individual elements in the KPIs for some staff; CEO Gender Awards).

Key informant interviews conducted for this review suggest that TMEA programme staff have varied understandings of, and mixed reactions to, the first Gender Mainstreaming strategy. Some staff indicated difficulty in understanding the relevance of gender considerations to their work; others acknowledged that something should be done but were not yet sure on how to move forward; while others highlighted specific women-targeted projects or project components. In short, there appears to be acknowledgement and willingness to work on these issues, even if meaningful action has yet to be taken in all cases. The recent change in TMEA corporate goals to an impact level contribution to ‘sustainable and inclusive prosperity’ offers an excellent opportunity for stronger alignment between staff commitments to TMEA core goals, on the one hand, and cross-cutting issues such as gender, on the other.

3.2 Progress on Gender Policy Commitments and Mainstreaming Priorities

To return to the concrete priorities laid out for how TMEA aimed to institutionalise gender work, Table 3 provides an update of progress on the commitments and processes listed in the 2015 Updated Gender Policy and the activities listed to undertake them as outlined in the Gender Strategy and Plan. Comparing progress with that noted in the 2016 Gender Audit, against these priorities, indicates that priorities 2 and 4 have advanced while the progress on priorities 1 and 3 is less clear.

Table 3: Progress on 2015 Gender Policy Commitments

Gender Policy Commitments ¹ (Updated 2015)	Performance as of 2016 ²	Progress Based on Helpdesk Review 2018
1. Undertake a comprehensive gender analysis of all TMEA policies.³	Incomplete	Some progress. Gender working group set up in March 2018 with CEO as Chair. Information not obtained on progress of policy review.
2. Build TMEA’s capacity to mainstream gender and enhance delivery of gender responsive policies and programmes within and across partners.	Limited progress.	Progress mixed across programmes/ teams– some strong examples of efforts to deliver gender-responsive programmes but others without information.
3. Hold partners accountable to their own TMEA gender policies.	No progress.	Unclear what mechanisms are in place to ensure this is being done.
4. Promote a gender sensitive organizational culture within TMEA and among partners.	Beginning to address TMEA culture. No progress with partners.	Mixed progress – positive changes in staff awareness and incentives. Mixed capacity amongst partners.

¹ This is language directly drawn from the 2015 Update Gender Policy.

² Data from 2016 Gender Audit.

³ Our understanding is that this refers to international organisational policies.

A detailed breakdown of activities undertaken is presented in Appendix 1.

With regard to the priorities and milestones set out to fulfil these commitments, some further details on progress are provided in Table 4, as follows:

Table 4: Progress on Implementing the Priorities of the Gender Strategy and Plan (2015-2017)

Priority	Progress Overview
1. Create a gender mainstreaming enabling environment at TMEA	<ul style="list-style-type: none"> - increased political will and visibility - strengthened human and financial resources - increased gender awareness amongst staff - developed significant internal processes and tools - tracking of action plans
2. Influence partners to mainstream gender	<ul style="list-style-type: none"> - varied work with partners in different country programs
3. Shape the agenda on gender in regional trade and integration	<ul style="list-style-type: none"> - some dissemination of gender and trade knowledge - development of some new gender and trade knowledge

3.3 Institutionalisation in Programmes

The above achievements indicate that progress has been made in institutionalising mainstreaming within TMEA's own work but that progress on work with partners (priority 2) has been slower and in developing and sharing knowledge that can inform the regional gender and trade agenda (priority 3), progress has been mixed. Slower progress on work with partners is related to the challenges of influencing partner governments' and regional work. On priority 3, a significant amount of learning and knowledge has been generated and publically disseminated through the Women and Trade programme in particular. However, it is less clear if the lessons from this work have been systemically used to inform TMEA's wider work, especially as regards using lessons learned in working with women's businesses and traders to help inform TMEA's approach to influencing trade policy (cross-learning).

In overview, the progress on mainstreaming gender within TMEA's three strategic objectives has been:

- **SO 1: Physical Access to Markets:** Limited but important work integrating gender components in the construction and training related to one-stop border posts (OSBPs)/Integrated Border Management (IBM), border markets and at Ports such as Mombasa (see Appendices 11 and 12), such as gender sensitivity training, gender action plans, design of gender-specific infrastructure and the promotion of women's employment in construction and management. Work in this stream took place across all countries, although some contextual barriers prevented realisation of all work (e.g. S. Sudan, Burundi – see section 4 below).
- **SO 2: Enhanced Trade Environment:** The inclusion of gender-disaggregated information on ICT users and training as well as some support provided for partners advocating for gender in

national trade policy and regional process. Work in this stream took place mainly within the Kenya, Rwanda, Uganda and Tanzania programmes.

- **SO 3: Increased Business Competitiveness:** substantial support for partners advocating for women's issues in trade policy and women traders targeted and reached in efforts addressing non-tariff barriers, enterprise development, customs procedures, regulations, book keeping, business development and regional integration. Work in this stream took place across all countries.

Concrete programmatic progress made in the first phase of TMEA's gender mainstreaming work has been strongest in the targeted work with women traders under SO3, with slower progress on activities related to trade infrastructure (SO1) and trade policy (SO2). With regarding to SO3, a number of concrete results were achieved through the work of the Women and Trade programme on improving women's business competitiveness regionally and within individual country programmes (discussed below). For other areas of TMEA's work, there has been some progress related to border management (SO1) and ongoing advocacy undertaken under the women and trade programme, related to trade policy. However, primarily what was achieved was the improvement of TMEA's ability to report sex-disaggregated data on existing training and activities undertaken as part of 'increasing physical access to markets' (SO1) and 'enhancing trade environment' (SO2).

Some of the staff interviewed reflected that there has been an ad hoc approach to gender mainstreaming in programmes, depending in part on the interest and capacity of individual team leaders to ensure that gender activities are taken forward. Where a Senior Director is a strong advocate, there appears to be strong spill-over to staff capabilities and understanding of gender issues, for example, as in the SO3 programme, which manages the Women in Trade work.

In sum, TMEA has implemented a significant baseline across its programmes in collecting sex-disaggregated data. It has also achieved some important wins in its work targeted at women's businesses and traders and, as discussed in the next section, in mainstreaming gender through some work on trade infrastructure and in some areas of ongoing advocacy related to trade policy.

4. Results of Gender Mainstreaming

Question 1b: What concrete progress has been made on gender and trade policy, what lessons have been learned and are there clear gaps?

4.1 Gender and Trade Policy Results

Part of this review aimed to assess concrete progress and results made through TMEA's gender mainstreaming work in relation to gender and trade policy.

The review found some examples of work done on gender and trade policy, but most of this appears to have been undertaken on a case by case basis linked with Women and Trade Programme activities. For example, the review found that several advocacy efforts within the Kenya and Rwanda country programmes were reported to have resulted in the uptake of recommendations and adoption of new policies. Specifically, results obtained under the Women and Trade programme, but reported under Gender Mainstreaming Work (Country Action Plans), included:

- Changes to the implementation of Rwanda's National Cross Border Trade strategy, including the implementation of a women's grant fund implemented by the Ministry of Commerce, simpler registration of cooperatives and provision of capacity building by Rwanda Customs Agency and the construction of day care centres in sectors where these CBTs reside (SO 2 Rwanda).
- The Kenya Private Sector Association (KEPSA) which obtained opportunities for women to benefit from the US African Growth and Opportunities Act (AGOA) under the Kenya Association of Manufacturers (KAM).
- The Incorporation of gender mainstreaming clauses into the Kenya Trade Development Bill⁴ under Chapter 6, Section 11 'Gender Equity and Youth Inclusive Approach to Trade And Development' (SO1 Kenya)⁵ which states: "the government will mainstream gender issues in trade development while also pursuing the following specific policy measures: i) Promote gender equality in trade development; ii) Develop laws, regulations and eliminate those that hinder women's access to financial assistance."
- In Kenya, support to the East Africa Civil Society of Organisations Forum (EACSOF) through the Collaborative Centre for Gender and Development (CCGD), has helped to fund ongoing advocacy for including gender in EAC regional work on Peace and Security and Trade. As reported by the implementing partner CCGD, member of EACSOF Kenya, this advocacy has taken place through their participation in the Kenya National Committee for Implementation of UN Resolution 1325 on Women, Peace and Security. Within their work in this committee, CCGD/EACSOF have advocated for mainstreaming gender within the EAC Peace and Security protocol and strategy, which is in development. Their work has pushed for a regional grievance

⁴ More information should be gathered on this work through engaging with the implementing partner.

⁵ See http://www.trade.go.ke/sites/default/files/Kenya%20National%20Trade%20Policy%20%282016%29_0.pdf

mechanism for women in conflict and for the inclusion of Gender and Human Security dimensions in the EAC Peace and Security Protocol, as well as highlighting the need to consider gender within the Insolvency Bill and Trade Remedies Bill, among others. As they report, while ‘there are no concrete achievements in terms of policy changes so far these remain critical gender mainstreaming policy advocacy issues’ within their work influencing the EAC.

However, based on the information available, it was not possible to differentiate the extent to which TMEA support specifically contributed towards these outcomes (as opposed to or in conjunction with other efforts at National level), such as procurement quotas). These latter trade policy results thus require further exploration and substantiation (e.g. through impact stories) as part of ongoing TMEA evaluation processes and /or potentially as part of the upcoming Annual Review.

In sum, this review found that there did not appear to be an overarching TMEA strategy for influencing trade policies to become more gender-sensitive at either regional or national levels and that a strategic approach should be developed going forward.

4.2 Key Programmatic Results Reported

The 2017 Annual Review described that ‘39% of all TMEA projects (46 out of 118) now have gender components⁶. While this figure suggests that there is some systematic screening of projects and is helpful as a high level indicator of ‘gender mainstreaming’ it gives no sense of the qualitative nature or scale of those ‘components’. This is a point which the 2018 Annual Review could usefully pick up on.

In terms of concrete outputs, TMEA’s work on gender mainstreaming, which includes results from the targeted Women and Trade programme have reported the following results across programmes:

- The creation of gender sensitive border infrastructure (e.g. bathrooms, rest areas) and the targeting of women’s involvement in the construction and management of **one-stop border posts (OSBPs)/Integrated Border Management (IBM) and border markets** (SO1, some activities in all countries).
- The use of sex-disaggregated data within **Time and Traffic surveys** and which gathered some information used to inform programmes (e.g. key barriers to trade), although the methodology for these surveys is in need of strengthening (see 2017 Annual Review) (SO1, all except for Burundi).
- Targeting of women⁷ in overall programmes to increase **export capability** (Burundi, Kenya and some regional work on the Single Tourism Visa and the use of IDs) (SO3).

⁶ No comparison is provided vs earlier share of projects including gender components.

⁷ It is not clear exactly how many women were reached in total, in this activity. Individual Gender Action Plans include information on how many women were trained (e.g. under SO3, Burundi, South Sudan). See Appendix 12 for a more detailed summary.

- Over 10,000 women in informal cross border trade (WICBT) were **trained on trade processes** – such as enterprise development, customs procedures & regulations, bookkeeping, business development and regional integration across the East African Community (EAC) (SO3).
- TMEA provided support to the **Kenya Ports Authority** to conduct a **gender mainstreaming assessment and plan**, in line with Kenya national priorities (SO1).

4.3 Results by Country

TMEA's implementation of the Gender Strategy and Plan has seen 'islands' of success within particular country programmes (e.g. Kenya and Rwanda) (see Appendix 6: Gender Activities by Country). Overall, larger, more resourced country programmes in more stable environments tended to have stronger results, compared to more limited programming in challenging contexts (E.g. Burundi, South Sudan, regional work). However, because countries do not implement all SOs, it is difficult to understand the extent to which the mainstreaming of gender in each country programme has been strategic, i.e. identified the key contextual issues to address through TMEA programming.

Kenya and Rwanda have demonstrated the most thorough engagements, based in part on strong national priorities on integrating gender into national level work. Important initiatives include projects in Rwanda, organising and training WICBTs, influencing trade policy with Ministry of Commerce, supporting the Cross-Border Market project and Mirama Hills Cross Border Women Traders Association. For example, the Rubavu Cross Border Market employed 70 women both at the supervisory level and in actual construction. In Kenya, initiatives undertaken to mainstream gender at Mombasa Port could also be further evaluated to draw out lessons learned that could shape engagement with other ports. Kenya's apparently successful support for ongoing advocacy efforts and any outcomes they link to could represent an important area for gathering lessons learned that could help TMEA improve its wider effectiveness in working with partners on gender issues.

Tanzania and Uganda have shown good engagement on civil society linkages (Tanzania) and delivering training concerning the EAC (Uganda). In Tanzania, one advocacy outcome highlighted included a government target of 30% of government procurement to go to women. This is potentially promising, but more information is needed – through impact stories or other evaluation processes -- to understand whether these achievements represent a successful model of TMEA engagement that can be built upon or extended. The Uganda programme appears to be making important inroads in considering gender within its national Electronic Single Window (NESW) work and the use of mobile technology. At the same time, it is somewhat surprising that more results are not reported for Uganda given the strong precedents for national trade and gender work in the country (e.g. the Inter-Institutional Trade Committee - IITC) as well as TMEA's work with the Eastern African Sub-regional Support Initiative for the Advancement of Women (EASSI)⁸.

Burundi and South Sudan have engaged in gender mainstreaming in more limited ways, but the work in Traidlinks (Burundi) and on particular export markets (e.g. honey in South Sudan) demonstrate

⁸ N.B. Although EASSI has its headquarters in Kampala, this is a regional programme and so the results are reported under the regional results framework. This documentation was not available at the time of this review.

possibilities for scaling up. In Burundi, support to the implementation of a new certificate of origin eligibility threshold and including a gender/women pillar in the Federal Chamber of Commerce and Industry (CFCIB) Strategic Plan represent promising areas to further assess. While the integration of this pillar into the plan did not proceed because of changes in the country context, learning from these efforts can be used to inform future possibilities for increased advocacy on gender and cross-border trade.

While some country programmes have engaged with EAC protocols, at the level of **regional programming**, less has been done to build the EAC's organisations capacity to work and deliver its commitment on gender and trade. This may be related to what appears to have been the scaling back of resources devoted to regional work and a perception that TMEA has disengaged from its work with the EAC, which may also account for lack of reported progress (2017 Annual Review: 22).⁹

4.4 Key Gaps

4.3.1 Trade infrastructure (SO1). TMEA has advanced its work on gender and trade during the implementation period, integrating gender into a number of key activities such as one-stop border posts (OSBPs) and in relation to support for individual women traders. Levels of implementation differ by country plan and individual country contexts appear to significantly affect the extent to which work is undertaken. Where national governments and regional civil society are active in gender and trade specifically, strategic entry points have been somewhat easier to identify (e.g. Kenya, Rwanda, Tanzania). In conflict-affected countries, entry points have been harder to identify, although progress in these contexts has happened through initial steps of working with women traders (e.g. Burundi, South Sudan).

4.3.2 Trade policy (SO2). With regard to tangible changes to trade policy, there has been some limited progress in the Kenya and Rwanda contexts, linked with the Women and Trade Programme (see Section 4.4 below). Any outcomes related to TMEA's regional programme to influence the EAC have not been identified in the programme documentation made available (and hence cannot be adequately captured here), although work has happened through individual country programmes that has engaged with EAC processes (e.g. Kenya, Uganda).

The review thus found that the key gaps relate to mainstreaming gender more strategically and effectively with relation to some areas of trade infrastructure (SO1) and trade policy (SO2). This appears to be linked to a lack of cross-learning between the Women and Trade programme and wider gender mainstreaming work. Enhancing such collaboration represents a key priority going forward. Again, the limited staffing of the Women and Trade Programme and Gender Unit have contributed to a time deficit in sharing knowledge and lessons and more closely developing synergies.

4.3.3 Country Action Plans. With regard to country programmes, Kenya and Rwanda offered promising examples of trade policy advocacy work undertaken within the Women and Trade

⁹ As TMEA's regional funding envelope has shrunk, the Arusha programme has been scaled down substantially (the budget by 50%), the level of programme leadership has been lowered from Senior Director to Programme Manager, and offices moved to smaller premises (AR 2017: 22).

Programme and as part of gender mainstreaming, with some bright spots in Uganda and Tanzania as well (see Appendix 12). From partners' perspectives, TMEA's work at country level on gender and trade on the one hand, and on other trade issues on the other were often unconnected. This suggests that there is an opportunity for TMEA to engage partners working on gender and trade in other areas of work that it is undertaking with country governments. In that way, TMEA could contribute to supporting better linkages between gender and trade actors through its support.

Overall, these key gaps within programming can be linked to five main challenges faced in the first phase of gender mainstreaming:

- 1. Difficulty linking gender mainstreaming results to wider strategic change pathways.** This means that while there were a significant number of activities being taken forward, it was not always clear how the activities and outputs related to the overall TMEA results, outcomes or impacts sought. Indeed, staff interviewed suggested that this was because gender mainstreaming had followed a somewhat ad hoc approach.
- 2. Difficulty distinguishing between results from gender mainstreaming and gender-targeted work.** At the corporate level, the results from both approaches were aggregated, making it difficult to determine results obtained within Women and Trade programme and the mainstreamed work. Staff mentioned that overall there was relatively low coordination between the Women and Trade programme and wider gender mainstreaming work, which, appears to have impeded organisational learning between targeted and mainstreaming areas of work.
- 3. Uneven capacity for gender analysis across the organisation,** impeding identification of relevant change pathways in some programmes (e.g. SO2). This may be related to the fact that opportunities for training in gender analysis – not just in 'gender awareness' as undertaken – have been uneven and limited for some staff. Additionally, while some tools have been developed to support staff capacity for gender analysis (e.g. Mainstreaming Gender at TMEA, TMEA Gender in Trade Knowledge Tool), more information is needed on whether these have been helpful and whether and how they have been used within individual programmes.
- 4. Weaknesses in the organisational structure for taking forward gender mainstreaming.** As mentioned in past Gender Audits and in the 2017 Annual Review, it is not clear that an effective organisational structure is in place to support gender mainstreaming across TMEA programmes and policies (e.g. Gender Focal Points, Gender Working Group). Also, dedicated staff to ensure these broader processes remains limited: there are currently only four TMEA positions for staff with direct responsibility for taking forward both the gender mainstreaming and women in trade work (see Appendices 7 and 8).
- 5. Low resources compared to overall TMEA budgets.** While gender mainstreamed programme work appears to fall under country budgets, the independent budget for gender mainstreaming for organisation-wide tools and training still appears relatively small, compared to TMEA's overall budget, representing less than 0.1% of overall TMEA resources (see Appendix 5). This level of resourcing to

drive gender mainstreaming does not sufficiently match the ambitions of TMEA's work; and it is unclear what share of country budgets are being allocated to gender-related work.

4.5 Results related to the Women and Trade Programme (SO3)

Question 1c: What progress has been made in the women and trade programme and what are the synergies between this strand of work and the gender mainstreaming work?

As of 2017, the Women and Trade programme aimed to improve the environment (policy/regulatory/institutional) for women in trade, improve women trader's capacity (knowledge and skills) to participate in trade and increase access to markets and trade-related services for targeted women traders (PAR 2017: 2). The programme aims to reach 145,000 direct beneficiaries across the East Africa region and focuses on implementing programmes in Uganda, Kenya, Tanzania and Rwanda, working with partners such as the East African Women in Business Platform, Eastern Africa Sub-regional Support Initiative for the Advancement of Women (EASSI) and others. Detailed results from this work are included in Appendix 9.

Substantial progress has been made within the Women and Trade programme to identify gendered pathways of change specific to TMEA's areas of intervention. The strong results reported under Country Gender Action plans for SO3 have been driven by the Women and Trade Programme. However, because less was achieved under SO2 and SO1, further cross-learning is needed to inform the second phase of the gender mainstreaming work. In essence, TMEA's gender mainstreaming can draw strongly from the experiences of gender targeted programming. Some key areas of potential synergy and lesson learning include synthesising good practices in:

1. **Advocating for the representation of women, women traders and gender issues** within trade reform processes and within border service delivery and management processes;
2. Advocating for the **collection of sex-disaggregated trade-related data** within national data accounting systems and statistical databases;
3. Working with women traders organised within Sectoral Associations, Cooperatives and other **partnerships**, in order to determine the most effective partnerships and key capacity needs;
4. Utilising **gender-sensitive approaches to information and communications technologies (ICT)** in relation to trade (e.g. mobile phone technologies more accessible to lower-income traders, understanding how the gendered 'digital divide' may be shaping women's use of trade information portals etc.). This will help to ensure that **TMEA's overall approach to customs automation and other ICT reforms are gender-sensitive**, and not only that they collect sex-disaggregated data;
5. Implementing more strategic, **holistic approaches** to improving the trading environment that address women's broader needs in their roles as traders as well as consumers and citizens. **Women's Resource Centres** may offer good case studies of how to approach women's participation in the trading environment more holistically such that trade interventions, where possible, also address women's broader needs (e.g. literacy, awareness of rights).

These synergies have been identified based on review of reports from the Women and Trade programme (e.g. 2016 Scoping Study, Greater Inclusion of Women in Trade Regional Programme, revised PAR 2017) in relation to key programming gaps as part of the first phase of gender mainstreaming, which saw, for example, fewer results associated with (original) SO2 and SO1. They are thus relevant not only to targeted work with women traders but overall for ensuring an engendered approach to TMEA's current work on improving the trading environment. These synergies link up well with the Women and Trade programme's assessment that there is a need for TMEA to develop more 'comprehensive interventions' to ensure that the benefits of its work are sustainable (Women and Trade PAR 2017: 9).

5. Conclusion and Recommendations

Question 2a and b:

- What can be done to improve M&E of TMEA's gender strategy? Are there other tools and methodologies (in addition to what is currently there) that can be used by TMEA?
- How might TMEA adapt its focus for the new gender strategy that will be developed this year?

"We should aim for the sun; if we reach the moon, we will know we are making progress."
(TMEA Staff member)

TMEA has made progress in mainstreaming gender awareness amongst staff and in building a baseline for tracking gender results across all of its work. Particular progress has been made in working with women traders through the Women and Trade programme, and some interventions have successfully made border posts more gender-sensitive and worked to build greater recognition of gender within particular national trade policies. Programmatically, TMEA's activities can be considered to correspond to the first level of gender mainstreaming by addressing women's practical needs.

As shown in section 4, TMEA gender mainstreaming efforts have been uneven across TMEA strategic objective and programme areas as well as geographies. There is limited evidence of progress on regional trade policies: this may be due to scaling back of work at regional level.

In the next phase, greater synergy and learning across the Women and Trade programme and gender mainstreaming teams - as well as insights from recent studies - can facilitate identification of key change pathways across TMEA's programmes. Indeed, such work is necessary to accurately define the priorities to be pursued under the second gender mainstreaming strategy.

5.1 Enhancing Results

Under phase one, the quantitative focus of the Result Framework and TMEA's Management Information System (MIS) made tracking which programmes had *meaningfully* integrated gender considerations difficult. Moreover, as mentioned, the reporting of results from the Women and Trade Programme within the gender mainstreaming results (e.g. Country Gender Action plans), has made it challenging to track the discrete contributions of the mainstreaming work. More broadly, the lack of a well-defined gendered theory of change impeded understanding of the key change pathways that TMEA programmes aimed to contribute toward.

The following are **high level recommendations** for improving M&E of TMEA's gender strategy as well as for integrating gender more effectively into TMEA's new results framework. In the first case, tracking results related to gender mainstreaming, can include the following high-level changes:

1. To inform TMEA 2 gender strategy, develop a **more robust gendered theory of change (ToC)** for TMEA's work that can identify the key change pathways that TMEA's gender mainstreaming work aims to contribute toward and thus help to prioritise activities to be

undertaken that will help to achieve desired outcomes. This will help to broaden the focus out from reporting only on corporate results (e.g. Gender Mainstreaming policy priorities) toward reporting on the effects that gender mainstreaming is having through programmes on the ground. This ToC could be separate from, but closely aligned with, the wider TMEA programme ToC, and demonstrate clear pathways of contribution identified to the long-term, multi-dimensional processes TMEA aims to contribute toward. The ToC should include consideration of how both targeted women's economic empowerment through trade programming as well as wider 'gender-sensitive' trade programming can together contribute to sustainable and inclusive prosperity that reduces wider gender inequalities, where possible

2. More information – and improvements – are needed on the reporting on gender components in TMEA projects. Clarity on how this information is gathered, shared, verified and used to feed into management decisions is essential to tracking how well the system for gender mainstreaming is functioning. To improve the quality of management information, may require moving **to** a more systematized 'gender marker' approach at appraisal that can be used to track programme results and also to ensure guide resource allocation to support mainstreaming (e.g. through a marker similar to the OECD-DAC gender marker that separates different levels of consideration of gender)¹⁰. All projects should be screened and data tracked annually across programme area and countries. This could also enable TMEA to clearly **differentiate results** from programmes that have mainstreamed gender compared to results from programmes that undertake targeted work;
3. Ensure that tracking of gender mainstreaming across projects and programmes informs how resources are allocated for gender work in annual planning or similar processes. Project and programme leads should be able to demonstrate where and how their portfolio of work plans to address gender and what earmarked resources are planned or needed to support this. It may be useful to require programmes to demonstrate the percentage of their budget that is allocated to specific gender mainstreaming activities or resources and/or for teams to have access to a pool of short-term gender and trade expertise to support mainstreaming.
4. Integrate, where possible, **qualitative gender results indicators** for programmes, especially at outcome and impact levels. This could be done by improving tracking of outcomes related to

¹⁰ And also following good practice about implementing this: <https://www.oecd.org/dac/gender-development/Handbook-OECD-DAC-Gender-Equality-Policy-Marker.pdf>

policy and institutional change, or to behavioural and attitudinal change, and capturing qualitative impact stories in real time.¹¹

These improvements, especially a better defined ToC, will help to refine TMEA's gender strategy reporting and integrate this into wider results reporting.

With relation to the existing Strategy II Results Framework several specific recommendations can be made:

1. Unpack and clearly define the pathways of change within **corporate level 'key assumptions'** laid out in the new results framework. Clarifying these key assumptions can represent the starting point for developing the gendered theory of change suggested in point 1 above. This should include how the following changes are assumed to take place:
 - a. Gender-based norms and stereotypes change.
 - b. Strengthened technical capacity of women associations.
 - c. Active engagement from the government and private sector [on gender and women] as planned.
 - d. All TMEA projects are gender-responsive and help improve trading outcomes for women.
 - e. Enhanced advocacy for women informal traders.
 - f. Women informal traders utilise advocacy skills gained to address issues.

2. Ensure that the baseline study on **women's economic empowerment, assuming it goes ahead**, aligns with clearly defined programme outcomes and impacts, and programme pathways that can feasibly deliver these (as defined by ToC recommended above). Any such study should build on existing good practice on how to measure women's economic empowerment¹² and include intersectional data (e.g. rural/urban, class/socio-economic or income level, ethnicity/language, age, etc.) in order to track which women are being empowered. p

¹¹ See for example: <https://www.impactmapper.com/>

¹² There are many existing and available resources and methodologies that could be used and adapted to measure WEE in this context. For example, https://www.data2x.org/wp-content/uploads/2017/06/Measures_Overview.pdf, <https://www.icrw.org/wp-content/uploads/2016/10/Understanding-measuring-womens-economic-empowerment.pdf>

<https://www.povertyactionlab.org/sites/default/files/resources/practical-guide-to-measuring-women-and-girls-empowerment-in-impact-evaluations.pdf>

<http://www.womeneconroadmap.org/roadmap-revisited> and <http://www.womeneconroadmap.org/roadmap-revisited>

3. Integrate **gender-sensitive indicators** – not simply sex-disaggregated indicators – across the results framework. This can be done in four ways, in addition to including the indicators developed through the above women’s empowerment study. The first would be to include a broader measure of income inequality (e.g. Gini coefficient) or similar to the overall results framework as part of tracking the impact-level goal of ‘sustainable, inclusive prosperity.’ Secondly, existing indicators should be evaluated for what gender and social information they can include, for example, sex-disaggregated information on levels of employment and total welfare. Thirdly, new indicators may need to be incorporated that, where available, also measure unpaid work via time-use data or track changes in prices of imports which may help to see how the poor and women are being affected by changing prices of imports. Finally, in the process of developing a Gendered Theory of Change for TMEA, there may be other indicators – including qualitative ones -- that can help to track progress toward reducing structural and behind-the-border issues which are strongly shaping the extent to which trade is helping to reduce poverty and gender inequality (e.g. women’s ‘voice’ in EAC processes).

The above work can usefully be facilitated by a gender-aware MEL expert, strongly engaged with TMEA’s own technical programme leads, country teams, gender unit, results teams, implementing partners and other key informants.

5.2 Potential Areas of Focus for Strategy 2

The best means for determining the substantive areas of focus for the next TMEA gender strategy will be a participatory process of theory of change and strategy development , building on learning from what has worked well in the Women and Trade programme (See recommendations 1 and 4 under 5.3 below). Together, these actions will help TMEA to better map the landscape of the work already being done and determine important strategic goals as well as short- term, low hanging fruit. The points below are some initial thoughts to consider, emerging from this review:

1. For the overall strategy:

- a. **Enhance work on strategic gender concerns.** For example, TMEA identified in its 2012 Gender Policy that underlying poverty and gender inequalities, uncertain land rights, low literacy and education, the responsibility of caring for family members and time poverty were all key concerns for women in the region which limit their engagement in and gains from trade. Future interventions should consider measures to address or mitigate these constraints or ensure trade policies are coherent with wider national and regional measures to address these.
- b. **Expand the view of what gender is understood to mean,** beyond women’s participation or inclusion, to include consideration of **gender relations, household and**

community dynamics and of how to build women's agency and effect wider change in norms practices and institutions. This include consideration of changes in men's circumstances attitudes and behaviours. For example, men often tend to move into positions previously held by women as sectors become commercialized and/or mechanized, in agriculture, fishing and forestry – how can TMEA consider – and mitigate - such gender dynamics in programmes which promote trade in modernising and mechanising sectors?

2. For Specific Areas of TMEA's Work:

- a. **Trade facilitation:** Address the gaps in gender analysis on transport and trade logistics which were weak under SO2 and SO3 and which will need to be more robustly understood to ensure trade facilitation work promotes inclusive benefits and/or does not exacerbate inequalities:
 - i. Transport infrastructure: Consider how TMEA programmes can support the strengthening and accessibility of trade related, transport infrastructure, which women traders rely upon. This is important to address the fact that women spend nearly three times as much time in transport activities compared with men, transport about four times as much volume and spend a higher share of their income on transportation costs (Higgins 2012: 1-13).
 - ii. Trade logistics services: Integrate consideration of non-containerized modes of transportation within trade diagnostics and offer support to building small trader's access to logistic services, many of whom are women.
 - iii. Review the '**do no harm**' approach, to ensure that trade facilitation projects mitigate potential negative impacts on women and on gender relations related to, e.g.: increased movement of people (e.g. violence against women /health impacts); via changes brought about by infrastructure projects; and by increased trade in goods associated with negative externalities (e.g. extractives, alcohol etc.). Mitigation would need to consider women's different roles as traders, as consumers of traded goods, as caregivers and users of public services, and as workers in trade-related industries.
- b. **Export competitiveness.** Draw on lessons learned about the gender dimensions of export competitiveness by the Women and Trade programme. For example, some areas were identified in the 2016 EAC Regional Scoping and 5-Year Programme Development for Women and Trade (Agriculture, Agro-Processing, Handicrafts / Textiles, Urban trade etc.). A key question for defining areas of intervention will be how traders can obtain opportunities not only for value chain development but for

social upgrading as well (e.g. see Barrientos 2014 and the Capturing the Gains Project).¹³

- c. **Trade policy.** Develop a strategic approach to influencing trade policies to become more gender sensitive, as informed by a robust theory of change. This will require mapping existing players and issues, determining and prioritising key policies to influence (which may also include policies on 'behind the border' issues). Building on the work TMEA has already done through the Women and Trade programme, the following represent some questions that gender-responsive trade policies in the region could address:
- i. How can the 2015 EAC bill on non-tariff measures take account of gender related constraints, since women are most concentrated in sectors where such barriers are most intense? (agriculture, food processing);
 - ii. How can the development and gender outcomes associated with imports be best assessed across the region? These could be pharmaceuticals or other goods the poor consume – and that some women traders trade -- that are subject to changes in prices and whose impacts may currently be difficult to assess and track.
 - iii. How can trade policies account for informal and unpaid work that shapes women's constraints and ability to trade and access paid work?
 - iv. What good practices exist on promoting women's economic and social upgrading in the region that can be scaled up?
 - v. Where can trade policies be effectively linked up with efforts to address behind-the-border issues affecting women traders? (e.g. land title, access to credit, skills etc.).
 - vi. How can TMEA ensure that trade-related shocks associated with regional integration or new trade agreements do not deepen existing inequalities and/or to mitigate specific impacts of such shocks on vulnerable women?
- b. **Trade stakeholders.** Closely related to the above, recommit to improving women's and other marginalised stakeholders' participation in the EAC integration process by influencing policy and increasing participation in negotiations, which was another area identified (Gender Strategy and Plan 2015: 11) but not necessarily fully developed or prioritised. This could represent an important and challenging area of investment going forward.

¹³ <http://www.capturingthegains.org/>

5.3 Overall Recommendations

TMEA can move closer to its new strategic goal of inclusive and sustainable prosperity by addressing the barriers to women's abilities to participate in and secure equitable gains from trade. Doing so will require:

- 1. Enhancing cross-learning between the Women and Trade programme and the Gender Unit under SIT**, building on results highlighted under sections 4.1 and 4.2 above in particular. Specific areas of joint learning could include:
 - Pulling lessons from the Women and Trade programme and from recent scoping studies (e.g. Saana 2016 Scoping Study on Women and Trade) to guide the identification of key change pathways for the organisation as a whole and the production of programming tools to support roll out.
 - understanding TMEA entry points occasioned by the East African Gender Equality and Development Act (8 March 2017);
 - Understanding best practices for gender mainstreaming as part of the upcoming TMEA Community of Practice on trade, regional integration, gender and poverty, similar what has been developed in the Southern African Development Community (SADC) region.¹⁴
 - Exploring the use of innovative approaches that help to change gender norms as part of work on trade, for example, in relation to stereotypes about WICBT (e.g. see DFID Nigeria, Voices for Change Project, for an example of a holistic approach that may have lessons).¹⁵
- 2. Build TMEA's in-house capacity for gender analysis** and gender sensitive policy and programming across the teams, by (a) developing a training strategy for staff and (b) increasing the number of experienced gender and trade staff within the organisation. On (a), this can link up with clearer processes for project appraisal, including the use of gender markers in programmes, and ensuring robust incentives for engaging in gender work. Building this capacity will also mean following up on the use of tools already created and how they have been used by staff to apply gender analysis in their work.
- 3. Develop more effective structures to support mainstreaming** within programmes (i.e. revisit the gender focal points and working group structure) and ensure that KPIs and other incentives are working to support these. Doing this may require elevating all SIT cross-cutting work, including gender, to the level of a senior directorship or other methods of ensure accountability in delivering the second Gender Mainstreaming Strategy. This may also entail reconsidering what kind of structure can best ensure that targeted and mainstreamed work are developing in synergy.
- 4. Develop the next gender mainstreaming strategy in a participatory manner** based on best practice (see e.g. EIGE 2012) and review the gender audit methodology to also make this more participatory (see e.g. ILO, 2012). This should include Key Informant Interviews (KIIs) with

¹⁴ See <https://www.sadc.int/issues/gender/gender-mainstreaming/>

¹⁵ See <http://www.v4c-nigeria.com/>

relevant external, regional organisations active in the field of gender and trade but also women's rights in the region more broadly and beyond the usual suspects with whom TMEA already engages, where possible. Priority should be placed on developing a more strategic assessment of and approach to building partner capacity to mainstream gender and more robust appraisal of training undertaken and how it related to the outcomes and impact sought.

5. Through the **2018 annual review** follow up on the following questions, which this review has not been able to clarify:

- Whether/how systems of appraising TMEA projects for gender components are currently being implemented and how this information is being used. Has the data reported in 2017 AR been updated?
- What actions have been undertaken as a result of the gender working group meetings?
- How is the gender focal point system working? Do the focal points have sufficient capacity, guidance and support to be effective?
- How widely have gender mainstreaming tools been shared and used by wider TMEA staff?
- What substantive issues have the OSBP/IBM trainings addressed and how are Gender Action Plans being implemented and monitored? Besides gender-sensitive infrastructure (e.g. bathrooms, breastfeeding areas), what other outcomes and impacts has the programme to include **gender considerations into integrated border management** work achieved? (SO1, all countries).
- Regarding the trade policy advocacy efforts highlighted above in Section 4.1:
 - What processes led to these changes and how did TMEA's support contribute (For example, with regard to Tanzania's results related to ensuring 30% of country procurement included women, what was the specific role of TMEA and partners?)
 - What lessons can be learned to inform future advocacy? (SO2 and SO3, especially in Kenya).

6. **Align the evaluation of TMEA gender mainstreaming work with that of the Women and Trade programme**, so as to make the most of opportunities to facilitate cross-learning and understand how targeted work informs mainstreaming. Gathering **results stories** (qualitative information) from the Women and Trade programme and from a sample of the gender mainstreamed projects can also form a useful part of this evaluation process, helping to build understandings of how change happens on the ground in ways that may not fully be captured by initial logframes.

5.4 Conclusion

In conclusion, creating a gender-equitable trade enabling environment and ultimately, more inclusive development, require a long-term vision. TMEA is in a good position to contribute to longer-term changes, in part, through building stronger links with national and regional women's organisations as part of partnership work, especially in Kenya, Uganda and Rwanda where these are strong. Such changes can truly move TMEA toward becoming a regional leader in gender and trade and move the organisation beyond the stage of 'conscious incompetence', as highlighted in the 2015 Gender Strategy,¹⁶ toward one of 'conscious competence' (rather than 'unconscious competence'). Realising TMEA's vision of regional leadership would mean achieving even more in the next gender mainstreaming strategy -- 'Conscious Excellence' -- which could be defined as:

We mainstream gender consciously across our work, recognising the different challenges and forms of resistance that arise and investing our attention and resources to address them. We have learned that mainstreaming gender at times requires doing things differently across our work – not, or not, just 'doing more.' We value these changes and are prioritising the human and financial resources needed to achieve our high standards.

A fifth goal of 'Conscious Leadership' could mean:

We have learned substantial lessons about what it takes to consider gender in how we promote sustainable and inclusive trade. We have developed expertise in what works to build the capacity of our partners, are leveraging this experience to push for more changes and are actively creating communities of practice that enable partners to share lessons amongst themselves.

¹⁶ In this strategy, TMEA's work in mainstreaming gender highlighted several different stages from, 'Unconscious Incompetence: a state in which there is no thinking of gender issues at all' to the organisation's state in 2015 of 'conscious Incompetence: a state in which there is awareness that something needs to be done about gender.' The goals are framed as 'Conscious Competence: a state in which efforts are focused on mainstreaming gender and providing the necessary tools etc. to demonstrate improvement' and finally 'Unconscious Competence: there is no longer a need to mainstream gender because it is embedded in the organization's DNA' (Gender Strategy 2015: 13).

Appendices

Appendix 1: Progress on the Gender Mainstreaming Plan 2015-2017

(From the 2017 Annual Review)

Activity	Output (Date)	Budget (0 if nothing listed)	2018 Update
1: Priority Create a gender mainstreaming enabling environment at TMEA			
Objective 1.1 Demonstrate Political Will & Commitment to the Gender Mainstreaming Strategy by December 2016			
1.1.1 Define TMEA Gender Position	TMEA Gender Position clearly defined by May 2015.		Gender Policy Updated in 2015.
1.1.2 Launch TMEA Gender Strategy	Gender strategy launch event held by June 2015.	2015: \$10,000	Strategy Launched.
	100% TMEA staff aware of Gender Position and Gender Policy by Dec 2015.	2015: \$6,000	Information from audit suggest has not quite reached this goal and that staff are not necessarily sure what this means for their work.
1.1.3 Launch Gender Communication Strategy	Gender Communication Strategy launched according to plan by Jun 2015.	2015: \$10,000	Incomplete.
1.1.4 Align other TMEA policies with Gender Policy	100% TMEA policies aligned with Gender Policy by Mar 2016.		Incomplete. Also, not clear which policies this refers to.
1.1.5 Align Gender Action Plans with updated Gender Policy	100% Country Gender Action Plans aligned with Gender Policy by Aug 2015, as relevant.		Results from 2017-18 reviewed. Implemented and being used.
1.1.6 Develop 2016 Country Gender Action Plans in line with Gender Mainstreaming Strategy	2016 Country Gender Action Plans developed by Dec 2015.		Complete.
	All 2016 Country Gender Action Plans 75% implemented by Dec 2016.		Complete.
1.1.7 Hold TMEA accountable for gender mainstreaming as an institution	Indicators to hold TMEA CEO accountable for TMEA gender mainstreaming developed and implemented by Jun 2015.		Appears to be implemented in KPIs (to be verified).
	Indicators to hold Gender Advisor accountable for coordinating implementation of gender mainstreaming strategy developed and implemented by Jun 2015.		Appears to be implemented in KPIs (to be verified).
	Indicators to hold Country Directors accountable for gender mainstreaming in national offices developed and implemented by Aug 2015.		Appears to be implemented in KPIs (to be verified).
	Indicators to hold National Gender Focal Points accountable for gender mainstreaming are developed and implemented by Aug 2015.		No information obtained.

1.1.8 Constitute Gender Working Group (GWG)	GWG created by July 2015.		Completed.
	6 GWG meetings held every 12 months, beginning Jun 2015.		May be suspended for some groups. Limited progress.
1.1.9 Mandate Gender Training for all staff	Gender training directive announced by Apr 2015.		Incomplete.
	Gender training incorporated in staff orientation by Sep 2015.		No information.
	100% new staff members receive gender training during orientation by Sep 2015.		No information.
1.1.10 Allocate sufficient funds to implement Gender Mainstreaming Strategy	Gender Mainstreaming Budget approved by June 2015.		Completed
	% budget allocation to gender mainstreaming partner projects approved by June 2015.		No information on exact spend.
1.1.11 Create TMEA gender accountability indicators	Gender indicators included in corporate results framework by Jun 2015.		Partially completed. New work ongoing.
	Gender Audit conducted in Q1 every year.	2016: \$12,000 2017: \$12,000	Completed in 2015 and 2016. No information on 2017.
	Gender deliverables included in staff performance indicators by Aug 2015.		No information.
Objective 1.2 Develop technical gender mainstreaming capabilities in-house by December 2016			
1.2.1 Recruit officer to support Gender Advisor	Gender Programme Officer recruited by May 2015.	2015: \$48,000 2016: \$72,000 2016: \$72,000	Change of structure – SIT Director, Gender Manager, Gender Officer.
1.2.2 Incorporate gender indicators in TMEA Results Framework	Newly developed gender indicators included in Results Framework by Jun 2015		Some appear to be used but the Annual review found these to be lacking.
1.2.3 Conduct mandatory in-house gender training	100% of current staff trained on gender basics by Dec 2015.		Seems training has taken place but mainly on gender awareness.
1.2.4 Support external TMEA staff training on gender	Programme managers and START staff attend external gender training in 2015, 2016 and 2017.	2015: \$20,000 2016: \$30,000 2017: \$30,000	Incomplete. Some reports of an external Unctad course undertaken in 2017.
1.2.5 Design / Purchase GMS tools	Gender mainstreaming tools and sources identified at the end of each year.		Some tools developed -not clear how progress is reviewed yearly.
	Design of gender mainstreaming tools that can be designed internally completed by March each year.		Some tools developed (see main document).
	Purchase of identified externally available gender mainstreaming tools completed by March each year.	2016: \$20,000 2017: \$20,000	No information.
1.2.6 Leverage gender resources, skills, knowledge and experience of current and potential implementing partners with GRTI experience and / or expertise	50% of implementing partners with GRTI experience / expertise report that they have been consulted during project conceptualization / design; by Dec 2016.		No information.

1.2.7 Create in-house body of gender knowledge (gender success stories, case studies, best practices, lessons learned etc.)	Programme teams document and submit success stories, case studies, best practices, lessons learned etc. to Research & Learning according to pre-approved monthly schedule.		Two gender case studies available publically; internal intranet not reviewed.
.2.8 Publish in-house gender knowledge on / in gender and trade portal / library	Pre-approved in-house Gender Knowledge Assets published online for internal and external access according to pre-approved monthly schedule.		Partially complete. Various articles available online. However, 'Gender at TMEA' website currently down.
Objective 1.3 Adapt TMEA culture and values to include a gender perspective by December 2016			
1.3.1 Include gender updates on key TMEA meeting agendas	Gender updates included on key TMEA meeting agendas. Start May 2015.		No information.
1.3.2 Share, document and publish gender achievements at weekly staff meetings.	Gender achievements published on TMEA intranet on a weekly basis. Start Jun 2015.		No information.
1.3.3 Hold celebrations to commemorate gender success	TMEA Annual Awards hosted alongside TMEA Research Symposium. Nov 2015, 2016 & 2017.	2015: \$10,000 2016: \$10,000 2017: \$10,000	Complete.
1.3.4 Post gender knowledge assets on TMEA intranet	5 gender knowledge assets published online per year, by each SO. Dec 2015, 2016 & 2017.		No information.
Priority 2. Influence partners to mainstream gender Build partner GMS technical capabilities			
Objective 2.1 Build partner GMS technical capabilities			
2.1.1 Include partners in TMEA gender training	30% implementing partners participate in TMEA-hosted gender training events in 2016 and 2017.	2016: \$30,000 2017: \$30,000	No systematic information. Some partners did mention participating in TMEA training.
2.1.2 Fund projects that target or mainstream gender	Number of TMEA-funded projects that target or mainstream gender is tracked.		Review of PARs and PCRs needed to verify. While the Annual review reported a number (39% of all projects) it is not clear what this meant in practice or how PARs vary.
	TMEA budget allocated to projects that target or mainstream gender is tracked.		Also requires verification. No further information about this obtained, apart from the figures in the appendix below
Objective 2.2 Build body of gender and trade knowledge			
2.2.1 Create platform for sharing of gender and trade information and knowledge assets	Regional gender expert database created by Dec 2015.	2015: \$10,000	No information.
	10 Gender and Trade studies / joint research projects commissioned and disseminated in 2016 and 2017.	2016: \$100,000 2017: \$100,000	No information.
	6 papers on partner gender mainstreaming best practices	2016: \$30,000 2017: \$30,000	Not sure what these refer to. But one has been published on the Kenyan Port

	documented and published each year - 2016 and 2017.		Authority gender mainstreaming work, which may be what this refers to.
	Gender and Trade Think Tank launched at 2016 TMEA Stakeholders and Research Symposium.	2016 \$10,000	No information.
Priority 3.0 Shape the agenda on gender in regional trade and regional integration			
Objective 3.1 Disseminate gender and trade knowledge assets			
	Publicly accessible online TMEA gender and trade portal / library with content launched by Dec 2016.		Not currently accessible (web link broken).
	TMEA knowledge assets on gender & trade uploaded to the online portal / library according to pre-approved monthly schedule.		No information.
	TMEA knowledge assets on gender & trade published in hard copy and distributed to partners.	2015: \$30,000 2016: \$50,000 2017: \$50,000	No information.
3.1.2 Publish bi-annual TMEA Gender & Trade Digest	2,500 copies of TMEA Gender & Trade Digest published twice a year.	2015: \$12,000 2016: \$24,000 2017: \$24,000	Two publications reviewed from 2015 and 2018.
3.1.3 Hold national and regional gender and trade information dissemination events	Gender & trade sessions allocated 1/2 a day during TMEA annual Stakeholders and Research Symposium; 2015, 2016 & 2017.		No information. Perhaps specific budget could have been allocated for this?
	One annual national gender & trade event co- hosted with TMEA partners in each TMEA country; 2016 & 2017.	2016: \$5,000 2017: \$5,000 (per country)	No information.
	Annual regional gender & trade event hosted in Mar 2016 & Mar 2017.	2016: \$50,000 2017: \$50,000	Took place in 2016; no information found on 2017.

Appendix 2: List of Tools

1. Mainstreaming Gender at TMEA
2. TMEA Gender In Trade Knowledge Tool
3. Within Strategy:
 - Checklist For Mainstreaming Gender Into New Projects
 - Mainstreaming Gender Into Existing Projects

Appendix 3: Documents Reviewed

1	TMEA gender action plans (July 2017 to June 2018).
2	Kenya Port Authority: Gender Mainstreaming Assessment of the Port of Mombasa.
3	The Foundation for Civil Society 'Capacity Development For Tanzania CSOS On EAC Integration: The Guidelines Handbook'
4	The Foundation for Civil Society 'Annual Report: Enabling citizens realise their social justice'
5	Saana Study on how to make One-Stop Border Post (OSBP) and Integrated Border Management (IBM) Programmes more pro-poor
6	Access and Opportunity: Gender and Trade in East Africa, Faces of Women in Trade
7	Profemmes/ TWESE HAMWE Final Draft External Evaluation Report On The Project: Strengthening The Economic Power Of Women In Informal Cross Border Trade Within The Framework Of The East African Community Integration
8	Survey on Conditions of Women Informal Cross- border Traders – a Case of Rwandan Borders with East African Community Partner States (Profemmes/Twese Hamwe)
9	Mainstreaming Gender at TMEA
10	TMEA Gender In Trade Knowledge Tool
11	TMEA Gender Mainstreaming Tool
12	TMEA Gender Health Survey
13	TMEA Gender Audit Report
14	TMEA Gender Strategy & Plan 2015 - 2017
15	Project To Support Foundation For Civil Society, End Of Project Report
16	DFID minute BTOR: Gender and Trade Mission, East Africa March 2010
17	Annual Review 2017 of The Trademark East Africa Programme
18	TMEA Gender Policy Draft (2012)
19	EASSI Gender Analysis Of Existing Trade Policies And Regulatory Frameworks Within The East African Community Partner States
20	Independent Evaluation of TradeMark East Africa: Preliminary Poverty Assessment (final)
21	Article: Uganda TMEA Team Report On Narrowing The Digital Gender Divide
22	UWEAL/TMEA Women In Trade Non-Tariff Barrier Study - Final Report 2017

23	Strengthening The Economic Power Of Women In Cross Border Trade In The Framework Of Regional Integration, End Of Project Report 30th March 2018
24	PAR: Women In Trade Greater Inclusion Of Women In Trade Regional Programme
25	East Africa: Empowering Women In Trade Project (Export Growth For Export Ready Firms -For Women) End Of Project Report (29 March 2018)
26	Final Report: Women And Trade Programme-Kenya ‘Enhancing Women’s Access To Global Markets, Joyful Women, 2018
27	AMSCO Report ON WOMEN ENTREPRENEURS TRAINING ASSESSMENT, 2016
28	EASSI Consolidating The Gains Of Women Cross Border Traders In The East African Community Economic Integration Process. ENDLINE REPORT, 2017
29	PROJECT APPRAISAL REPORT Women And Trade Programme ,2015
30	Uganda Women Entrepreneurs Association Limited (Uweal), Project Closeout Report, July 2016
31	Kenya Port Authority, Equal Voices, Better Choices (2017)
32	TMEA Article: Narrowing the Digital Gender Divide TradeMark East Africa
33	TMEA Article: Helping women with small businesses to compete in the East African market TradeMark East Africa
34	FCS ‘CAPACITY Development For Tanzania CSOs On EAC Integration: The Guidelines Handbook
35	Regional Cross Border Workshop Checklist
36	Trademark East Africa – Projects Dealing With Women Informal Cross-Border Traders (EASSI, SFCG, PRO FEMME) PHASE I, 2015
37	TMEA Gender Policy Draft (2015)
38	Gender Strategy 2: From Policy To Action 2018 -2023
39	Moving From Policy To Action 2017/18 ‘Powering Men and Women to Trade’ 2018
40	EAC Regional Scoping and 5-Year Programme Development for Women and Trade, Saana, 2016

Appendix 4: Interviews undertaken

	Name	Role
1	Wanjiku Kimamo	Director, Sustainable and Inclusive Trade, TMEA
2	Miriam Ningome	Gender Consultant, TMEA
3	Mary Thompson	Senior SDA DFID
4	Rob Rudy	Senior Trade Advisor, DFID
5	Bildad Kisero	HR Administration, Kenya Ports Authority

6	Chantal Umohoza	Project Coordinator - Women Economic Empowerment Profemmes Twese Hamwe, Rwanda
7	Chris Boyd	Director of results, TMEA
8	Gloria Atuheirwe	Director – Women and Trade, TMEA
9	George Wolf	Senior Director – Market Access, TMEA
10	Simon Konzolo	Programme Manager Business competitiveness, Kenya
11	Nasim Losai	Senior Program Officer, Foundation for Civil Society- Dar es Salam – Tanzania
12	Richard Kamajugo	Senior Director – Trade Environment, TMEA
13	Dennis Kashero	Communications Director, TMEA (oversees SIT)

Appendix 5: TMEA Gender Mainstreaming Budget

Priority	2015	2016	2017	Total as of 2017
1: create an internal enabling environment	US\$ 104,000	US\$ 274,000	US\$ 274,000	US\$ 652,000
2: influence partners	US\$ 10,000	US\$ 170,000	US\$ 160,000	US\$ 340,000
3: shape the agenda	US\$ 42,000	US\$ 129,000	US\$ 129,000	US\$ 300,000
Total	US\$ 156,000	US\$ 573,000	US\$ 563,000	US\$ 1,292,000

Independent Gender Mainstreaming Budget:

1. Strategy 1 (2010 to 2017) – US\$407,000
2. Strategy 11 (2018 – 2023) – US\$431,000

Total TMEA Strategy II budget currently: US\$420 million.

Appendix 6: Key Gender Results (from Strategy 1 Close-out Report)

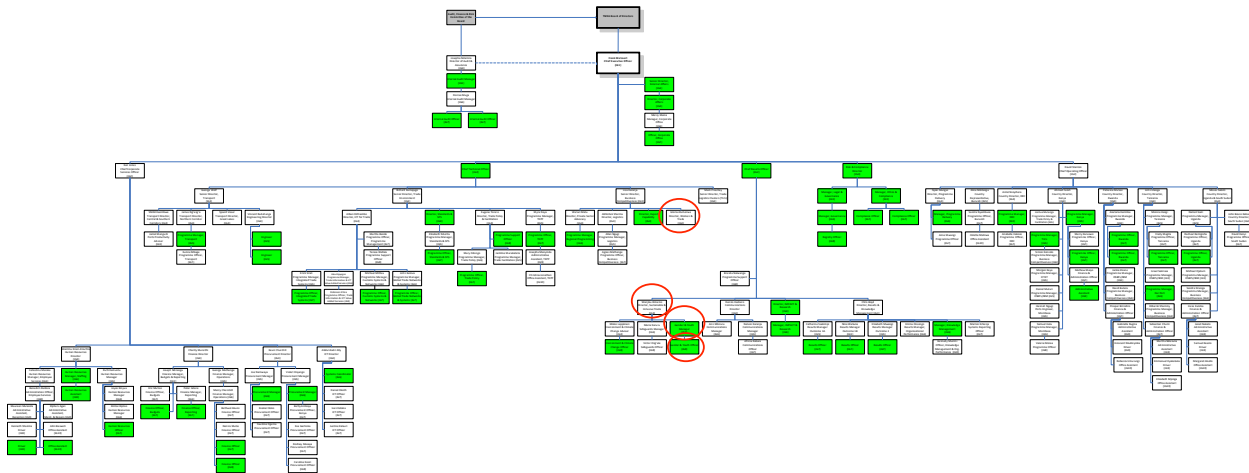
Programs	Extent of Gender Interventions			Gender Results			
	>50%	51-70%	< 71%	None	Output	Outcomes	Impact
Strategic Objective 1: Physical Access to Markets							
Kenya			100% ¹				
Uganda		60%					
Tanzania		66%					
Rwanda	20%						
Burundi	0%						
S. Sudan			100%				
Strategic Objective 2: Enhanced Trade Environment							
Kenya	21%						
Uganda	29%						
Tanzania	25%						
Rwanda	25%						
Burundi	0%						
S. South	0%						
Strategic Objective 3: Increased Business Competitiveness							
Kenya			80%				
Uganda	38%						
Tanzania		67%					
Rwanda		57%					
Burundi			100%				
S. South			100%				

Extent of Gender Intervention		Gender Results	
Colour	Meaning	Colour	Meaning
0%	No gender intervention on any of the projects		No results
>50%	Less than 50% of the projects have gender interventions		Results at output level
51<70%	More than 51% but less than 70% of the projects had gender interventions		Results at outcome level
<71%	More than 71% of the projects had gender components		Results at impact level

Appendix 7: Organisational Structure

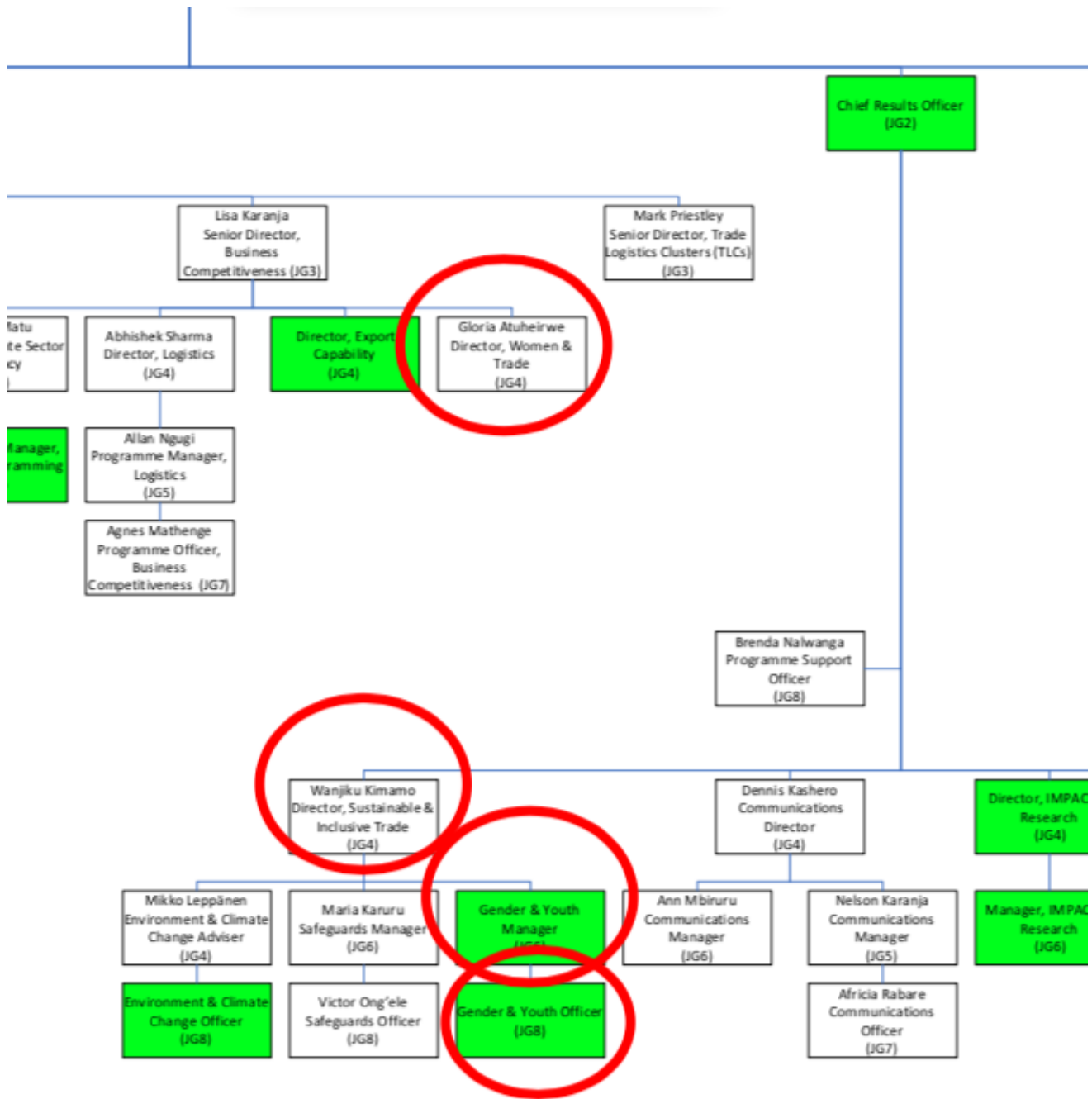


TMEA ORGANISATION STRUCTURE



- 128 staff in post
- 60 vacant posts

Appendix 8: Staff with Direct Gender and Women and Trade Responsibilities



Appendix 9: Summary of Results: Women and Trade Programme 2011-2017

From the Women and Trade Project Appraisal Report 2017: 29

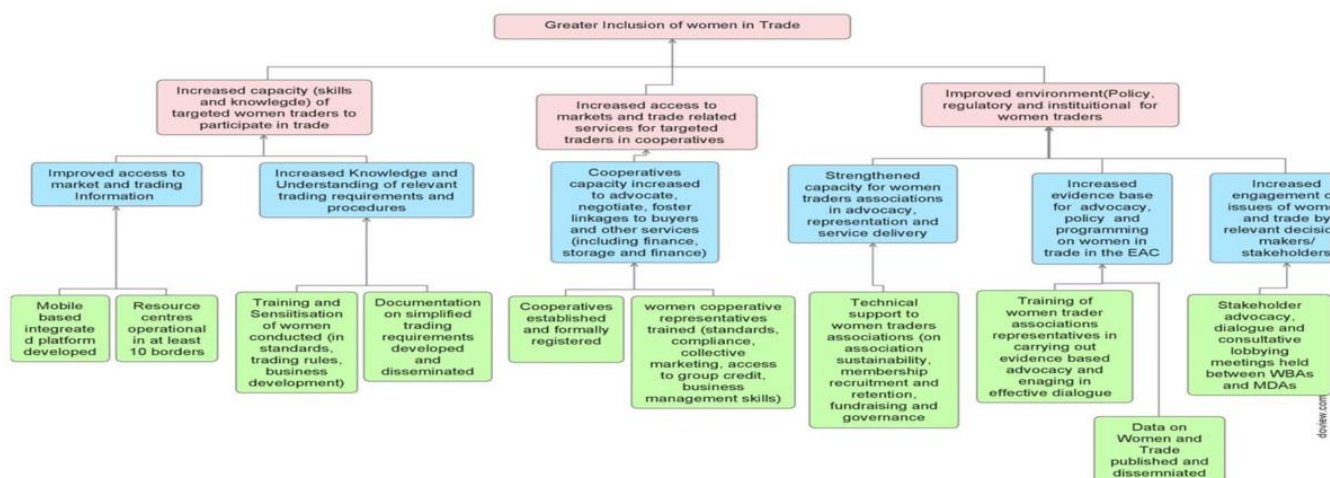
1.	14,108 women traders (14% manufacturers, 27% SMEs, 59% CBT, 5% exporters) empowered with skills and knowledge to participate in trade
2.	Over 50% increase in average trade value from approximately \$500 to \$750 recorded by women cross border traders in Busia, Mutukula, Taveta and Katuna.
3.	Market linkages established for export ready women-owned firms in Textile and Coffee subsectors generating over 100% increase in export revenue/half year value \$380,000.
4.	Increased representation and inclusion of women in decision- making on cross-border trade through representation in the Joint Border Committees at the borders of Katuna, Malaba, Busia and Mutukula.
5.	Over 100% increase in access to market and trading information by traders through the establishment of six resource centres facilitating an average of 400 traders (male and female) per month.
6.	50% reduction in crossing time (60 minutes to 30 minutes one way) through lobbying and advocacy for improved clearance processes and trader sensitisation.
7.	Cost and time savings in accessing market and trading information through SMS platforms disseminating information bi-weekly to 500 women grain traders in Uganda.
8.	Strengthened capacity of Trade Support Institutions in Rwanda, Kenya and Uganda to support women in export.

Appendix 10: Women and Trade Results Chain

Project appraisal report



Annexe 3: Results chain



Appendix 11: Main Gender Related Activities (from Country Gender Action Plans)

Strategic Objective	Kenya	Uganda	Tanzania	Rwanda	Burundi	S. Sudan
1: Physical Access to Markets						
Activities	<p>1. Mombasa Port Infrastructure/Port Reitz Road improvement. Employ of women in the design and supervision of Port Reitz Road, the widening of Gate 10 access road, the rehabilitation of G-section yard and revetment of Lighter Quays.</p> <p>2. Mombasa Port Reform Dialogue and Mombasa Port Resilience Infrastructure Programme (MPRIIP). Commissioned a gender mainstreaming assessment of the Kenya Ports Authority (KPA).</p> <p>3. Encouragement of women to be employed MPRIIP.</p> <p>4. Collection of gender-disaggregates data on trainings (Mombasa Port Trees and Forestry Programme and Mombasa Port Productivity Training).</p> <p>5. Busia, Malaba and Taita Taveta OSBP/IBMs (disaggregated Time and Traffic Surveys).</p>	<p>1. For Busia, Elegu, Mirama, Mutukula and Tunduma OSBP/IBMs a. Gender action plans developed in the various OSBP/IBM; b. Gender sensitization workshops held for border officials c. Administration of Time and Traffic Surveys to ascertain the level of satisfaction of women and men because of the improvement in infrastructure by TMEA.</p>	<p>1. Holili, Kabanga, Mutukula and Tunduma OSBP/IBMs. A. Conducted gender awareness trainings for border officials b. Developed gender action plans for the border posts. c. Administered Time and Traffic Surveys to ascertain the level of satisfaction of women and men because of the improved infrastructure by TMEA at the borders.</p>	<p>1. Kagitumba and Mirama Hills OSBP/IBM: gender action plans, gender sensitization workshops; Surveys.</p> <p>2. gender specifications in the design and construction of the Cross-Border Market in Rubavu and Rusizi.</p>	<p>1. Gender sensitive activities at OBSPs.</p>	<p>1. Developed gender action plans with budgets for the border post. Gender action plan was developed but not implemented due to civil unrest.</p>
Outputs	<p>1. Women and men employed; Sanitation facilities at the construction site; access ramp.</p> <p>2. KPA Gender Action plan – support to meet national and institutional gender goals.</p> <p>3. gender sensitization workshops.</p>	<p>1. Gender action plans with budgets and gender sensitization developed for Busia, Elegu, Mirima and Mutukula</p>	<p>Holili/Taveta Mutukula/Mutukula Kabanga/Kobero</p>	<p>1. Kagitumba OSBP gender action plan with a budget</p> <p>1. 41 border officials attend gender sensitization workshops at Kagitumba and Mirama Hills OSBP and all users.</p>	<p>Kobero OSBP implemented the Cross-Border Trade Charter and gender action plan.</p>	
Outcomes		<p>Gender sensitive interventions implemented at OSBPs include: Simplified Trade Regime (STR), gender training, gender searches, gender sensitive OSBP building designs that factor separate holding cells and toilet</p>		<p>Separate toilets for women and men; a mother's room for breastfeeding and changing and sleeping area for babies; access ramp and toilets for physically challenged persons.</p>		

		facilities for male and female border users, security lights and fencing to improve safety for the users at night.		Women were employed in the construction process both at the supervision level and actual construction. 70 women were employed during the construction of Rubavu Cross Border Market.		
--	--	--	--	--	--	--

Strategic Objective	Kenya	Uganda	Tanzania	Rwanda	Burundi	S. Sudan
2: Enhanced Trade Environment						
Activities	1. Kenya Trade Policy. 2. Kenya Revenue Authority: Customs management systems (sex-disaggregated data on training)	1.GGD on users and training - National Electronic Single Window 1.GDD on training for Uganda Revenue Authority (URA) – Document Processing Center (DPC)	1. GGD of training on Advocacy and Monitoring of NTBs – TCCIA	1.Profemmes/PSF - advocacy specific to women issues. 2. Training of Women in Cross Border Trade on Key Trade Processes and Procedures		
Outputs				1.several recommendations in position papers were submitted to policy makers 1.In 2015, advocacy led to highlight the issue of Women CBTs that cross with infants/ babies who are granted border passes and lead to them being forced to leave their children behind/by the border. 1In 2016 Pro-femmes in partnership with other CSOs and the private sector held a meeting to strategize on how to influence revision of 2 policies to make them Gender sensitive and more responding to issues of small CBTs. 2. 89 WICBTs were trained.		
Outcomes	1. Incorporation of gender mainstreaming clauses into the Trade Development Bill. One (1) incorporated, that is, Gender Equity and Youth Inclusive Approach to Trade And Development (Chapter 6.11).			adopted and implemented in different ways during FY 2015/16. e.g. women's grant fund implemented by MINICOM, Simpler registration of cooperatives by RCA and capacity building. All the recommendations didn't lead to a new policy but contributed to implementation of the National CBT strategy. MINICOM and MIGEPROF are adopting, as one of the ways to respond to their, construction of day care centres in sectors		

				where these CBTs reside. This contributed to Improving Gender specific environment for trade i.e. the EAC Gender policy (Indirectly) Advocacy work is ongoing.		
--	--	--	--	---	--	--

Strategic Objective	Kenya	Uganda	Tanzania	Rwanda	Burundi	S. Sudan
3: Increased Business Competitiveness – Note these results largely refer to activities undertaken in the Women and Trade Programme						
Major Activities	<p>1. The East African Civil Society Organizations' Forum, (EACSOFF) - Kenya Chapter. Advocating and lobbying for gender issues to be addressed in the EACSOFF policies and procedures</p> <p>2. Kenya Trade Logistics and Investment Climate (KEPSA), Advocating and lobbying for gender issues to be addressed in KEPSA policies and procedures.</p> <p>3. Shippers Council of Eastern Africa (SCEA) and</p> <p>4. Kenya Tourist Federation (collection of GDD on training)</p>	<p>1. Amplifying the influence of women in national and regional trade (Women in Trade) Sensitization meetings on EAC trade procedures and that EAC trade procedures are translated in local languages</p> <p>2. Improved Quality Standards for Maize and Sesame</p> <p>3. Private Sector/Civil Society Led Policy formulation</p> <p>4. consultant to conduct evidence-based research and develop papers</p>	<p>1. Support to Foundation for Civil Society (FCS) – GDD on activities; some partnerships with WO's</p> <p>2. GDD on training offered by Tanzania Association of NGOs (TANGO)</p>		<p>1. Advocacy actions on issues affecting women traders.</p> <p>2. Collection of sex disaggregated and training across several programmes. (e.g. owners of Small/Medium enterprises (SMEs) Traidlinks, RSB (BSI)/SPS/TWIN)</p>	<p>1. Support to Private Sector.</p> <p>2. Trading out of conflict</p>
Outputs		<p><i>no GDD</i> - Sensitization meetings a and radio talk shows on maize standards</p> <p>CET study did not highlight any policy issues due to lack of data on women in trade- but some actions/recommendations have been taken forward - NTB policy brief recommendations</p>	<p>1. project sensitization and awareness raising campaigns through media.</p> <p>1. annual CSO forum.</p>		<p>2. Training that includes women</p>	<p>1. Two (2) PSO/CSO – CoWE & SSWEA received capacity building interventions for institutional strengthening.</p> <p>1. Three (3) women targeted policies & procedures that enhance WICBT and Women Entrepreneurs access and participation in cross border trade adopted.</p> <p>2. Women targeted trainings on enterprise development, customs procedures, regulations, book keeping, business development and regional integration. Facilitation of cross-country visits. 1,400 women from Juba and Nimule trained on enterprise development, customs procedures and regulations, bookkeeping, business development and regional integration</p> <p>2. Two (2) market strategies developed for honey and Shea Butter.</p> <p>2. 3 women benefited from B2B.</p>

Outcomes	<p>1. Creation of a regional grievance complaint mechanism for women in conflict</p> <p>1. Inclusion of Gender and Human Security Dimension in the East African Community (EAC) Peace and Security Protocol</p> <p>2. One (1) policy- Women access to AGOA opportunities</p>	<p>A post event telephone survey with 405 participants found that 97% of respondents increased their awareness of EAC trade procedures - 4,776 women urban traders and women light processors on EAC trade procedures</p>		<p>1. Two (2) policies and three (3) recommendations specific to women adopted:</p> <ul style="list-style-type: none"> - A new certificate of origin eligibility threshold was introduced requiring a certificate of origin from small importers, the majority of whom are women. - Addition of the gender/women pillar in the CFCIB Strategic Plan. - Removal of police road-blocks at the Gatumba Road to DRC. 	<p>2. policy recommendations were made to the Ministry of Trade and Investment and to the SSNBS by women PSOs/CSOs 2(need evidence).</p> <p>2. 100 women honey collectors connected to markets within South Sudan</p>
-----------------	--	---	--	---	---

Appendix 12: Partnership Work on Gender and Trade

1. Profemmes/Twese Hamwe (Women and Trade Programme)

TMEA funded a project with ProFemmes/Twese hamwe (PFTh), a Rwandan umbrella non- governmental organization involved in gender, peace and development work and women involved in cross-border trade across Rwanda's 9 EAC and the DRC borders. Twese Hamwe is one of the oldest Rwandan umbrella organisations and for the past 7 years has implemented programming on WICBTs, gender and trade based on TMEA support. This has involved research (e.g. Survey on Conditions of Women Informal Cross- border Traders), capacity building and the formation of 63 cooperatives for WICBTs, representing around 2,500 traders. Twese hamwe highlighted that there is an ongoing need for basic education for WICBTs, simplified technologies for women traders more broadly, and access to financing, public procurement opportunities and help with standards. Work going forward may thus usefully include literacy training and other support for women's 'behind the border' and wider capacity issues. For more, see: the 2014 'Final Draft External Evaluation Report On The Project: Strengthening The Economic Power Of Women In Informal Cross Border Trade Within The Framework Of The East African Community Integration'.

2. Mainstreaming in the Kenya Port Authority (KPA): Mombasa Port (Gender Mainstreaming)

The Kenya Ports Authority (KPA) manages and operates the Port of Mombasa and all scheduled seaports along Kenya's coastline (Lamu, Malindi, Kilifi, Mtwapa, Kiunga, Shimoni, Funzi and Vanga). The Constitution of Kenya (2010) and Employment Act (2007) establish women's rights to equal opportunities in political, economic, cultural and social spheres, obligating KPA to advance gender equality as related to its core mandate. Through TMEA support, KPA undertook a gender mainstreaming assessment of the Mombasa Port, the Nairobi Inland Container Depot and the Lamu Jetty between June and December 2016. The assessment found that 30.8% of board member were women, 25% of in senior management and 6% of ports led by women – below targets but better than other comparable locations. The report found that KPA had demonstrated commitment to institutionalization of gender equality interventions and had some community and gender-sensitive infrastructure such hospital services, schools (ECD centres and infrastructure for secondary schools), life skills development. While some services appear to benefit the wider community, it is not clear that gender sensitive interventions were undertaken as part of KPA's efforts at social responsibility (e.g. sports and recreation and social mobilization for youth, including girls, focused on scouts, football, basketball, ICT hub, and theatre and livelihoods for community focused on boreholes). Challenges identified included ongoing gendered disparities in staffing, poor structure to integrate gender into programmes, need for a broader theory of change to reach desired results and use of evidence to inform them and need to better work with partners. Political will, institutional culture, STEM barriers affecting women's employment in the port and other issues were identified. Key entry points going forward will be engaging with progressive environment for gender equality in the country, better mobilisation of resources, development of partners ties and further developing the KPA's CSR portfolio. For more see the 2016 'Report of the Gender Mainstreaming Assessment of the Port of Mombasa.'

3. The Foundation for Civil Society, Tanzania (Women and Trade Programme)

The Foundation for Civil Society (FCS) is a Tanzanian non-profit organisation, working since 2003. The Foundation focuses on change in improving the democratic governance of Tanzania, fighting poverty and attaining a better quality of life. As part of this work, the Foundation developed a programme for Capacity Development for Tanzania CSOs on EAS Integration, including working with some women's organisations to raise women's capacity to engage with EAC processes. Through the development of capacity training guide, citizens were trained on the different EAC chapters, how these could affect their daily lives and offered entry points on how to engage in advocacy. This work included sensitization and awareness raising campaigns

through media, including 99 interactive radio programs aimed at increasing understanding of East African integration issues. While the gender breakdown is not available, 1000 listeners participated directly in the radio programmes by sending questions through text messages or sending their comments to social media such as Facebook and Twitter and the programmes were said to have reached 10,000 users overall (10% of whom were women). FCS offered training to women's organisations concerning women in cross-border trade, on the common market, value chain and business developments as well as on women's rights and gender equality. For example, the training to women's organizations on the EAC processes and opportunities in businesses and trade involved training to 81 women cross boarder traders in 2016 from women's groups from Mtukula, Horohoro, Namnaga, Manyovu, Sirari and Holili. FCS partnered with the Tanzania gender networking programme, Gender Training Institute and Tanzania women's chamber of commerce who have direct experience working on gender equality and with women traders. For more information, see the 2017 Closure Report for Project to Support Foundation for Civil Society.

About WOW Helpdesk reports: The WOW Helpdesk is funded by the UK Department for International Development (DFID). WOW Helpdesk services are provided by the Work and Opportunities for Women (WOW) Programme alliance. For any further request or enquiry, contact enquiry@WOWHelpdesk.org.uk

Suggested citation:

Shaw, A. (2018) *Trade Mark East Africa (TMEA) – Gender Review*, WOW Helpdesk Query No. 9. London, UK: WOW Helpdesk

Acknowledgments

With thanks to Wanjiku Kimamo and Gloria Atuheirwe from the TMEA team for their comments on this report.

“This document is an output from a project funded by UK aid from the UK government. However, the views expressed and information contained in it are not necessarily those of or endorsed by the UK government who can accept no responsibility for such views or information or for any reliance placed on them.

This publication has been prepared for general guidance on matter of interest only, and does not constitute professional advice. The information contained in this publication should not be acted upon without obtaining specific professional advice. No representation or warranty (express or implied) is given as to the accuracy or completeness of the information contained in this publication, and, to the extent permitted by law, no organisation or person involved in producing this document accepts or assumes any liability, responsibility or duty of care for any consequences of anyone acting, or refraining to act, in reliance on the information contained in this publication or for any decision based on it.”