



Women's Economic Empowerment in Technical Assistance Programmes

Examples of good practice in private sector development

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Abbreviations and glossary

ACCI	Afghanistan Chamber of Commerce and Industries
ACCORD	Accord on Fire and Building Safety in Bangladesh The Accord is an independent, legally binding agreement between brands and trade unions designed to work towards a safe and healthy Bangladeshi ready-made garment industry
AFEV	Association des Femmes en Economie Verte Algerian network of women in the green economy
ALLIANCE	Alliance for Bangladesh Worker Safety (of retailers operating primarily on the North American market)
ANA HUNNA	Arabic for 'I am here'
BGMEA	Bangladesh Garment Manufacturers and Exporters Association
BKMEA	Bangladesh Knitwear Manufacturers and Exporters Association
BMZ	Federal Ministry for Economic Cooperation and Development
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEFE	Competency based Economies through Formation of Enterprise Training concept for entrepreneurs devised by German technical cooperation
Decent Work Agenda	The 1999 ILO Decent Work Agenda underlines the importance of core labour standards (freedom of association and the effective recognition of the right to collective bargaining, the elimination of all forms of forced or compulsory labour, the effective abolition of child labour, and the elimination of discrimination in respect of employment and occupation) as fundamental principles of the ILO in all its activities. This was the ILO's response to demands by the international community for universal, fundamental rules to provide a social counterweight to the globalisation of economic activities.
DEVED	Développement Economique Durable ('Sustainable economic development') (German TC measure in Algeria)
DIFE	Department of Inspection for Factories and Establishments in Bangladesh
GDM	Gender Diversity Management
GGI	Global Gender Gap Index
GII	Gender Inequality Index
GGGR	Global Gender Gap Report
HDI	Human Development Index
HDR	Human Development Report
IEEW	Institute for Economic Empowerment of Women
IKRAM	Arabic for 'dignity'
ILO	International Labour Organization

ILO core labour standards	These are social standards within the scope of the global trade order, which are intended to assure decent working conditions and adequate protection. They were set out in the ILO Declaration on Fundamental Principles and Rights at Work in 1998. Conventions are based on the four principles of freedom of association and the effective recognition of the right to collective bargaining, the elimination of all forms of forced or compulsory labour, the effective abolition of child labour, and the elimination of discrimination in respect of employment and occupation.
ISO 26000	Provides guidance to businesses and organisations on social responsibility. ISO 26000 cannot be certified, unlike ISO 9001 and ISO 14001
LDC	Least developed country
MDG	Millennium Development Goals
MENA	Middle East and North Africa
MEPI	US-Middle East Partnership Initiative
MSME	Micro, small and medium enterprises
PSP/SMEDSEP	Private Sector Promotion/Small and Medium Enterprise Development for Sustainable Employment Programme (in the Philippines)
REEWP	Regional empowerment of women project
SEDEP	Sustainable economic development and employment promotion project
SDG	Sustainable Development Goals
SME	Small and medium enterprises
TC	Technical cooperation
UN	United Nations
UNDP	United Nations Development Programme
WEF	World Economic Forum
WEO	Women's Economic Opportunity Index produced by the Economist Intelligence Unit (EIU)
WTO	World Trade Organization

Executive summary

GENDER PARITY AS A DRIVER OF GROWTH

Narrowing the worldwide gender gap in employment could double women's contribution to the global economy over the next 10 years. A report of McKinsey Global Institute, published in 2015, finds that in a full-potential scenario in which women play an identical role in labour markets to men, as much as USD 28 trillion, or 26%, could be added to global annual GDP by 2025.¹ This illustrates the close correlation that exists between economic growth and harnessing the economic potential represented by women, a link that the World Bank and the World Economic Forum have already been emphasising for almost a decade.

Despite broad consensus on this point for some time now in the academic community and the international donor community and among a wide range of economic fora, genuine progress at global level remains modest. In 2014, for instance, only 60% of the gender gap had been closed in terms of economic participation and opportunity.² Almost every economy in the world maintains at least one gender-based barrier that restricts women in their exercise of an occupation or in entrepreneurship and that does not exist in the same form for men.³ Worldwide, only 50% of women of working age participate in the labour force, compared with 77% of men⁴, and women generate just 37% of global GDP.⁵

GENDER EQUALITY IN GERMAN DEVELOPMENT COOPERATION

The German Government attaches particular importance to the economic empowerment of women. The [Leaders' Declaration](#) from the G7 summit in Schloss Elmau states, 'Women's economic participation reduces poverty and inequality, promotes growth, and benefits all.'⁶ German development cooperation is also committed to the [Women's Empowerment Principles](#) endorsed by the UN Global Compact and UN Women, the ILO's Decent Work Agenda, and the United Nations [2030 Agenda for Sustainable Development](#).

Overall, German development cooperation sees gender equality as one possible key to unlocking the development of democratic societies based on human rights, social justice and sustainability.⁷ With its most recent strategy paper on gender, BMZ is pursuing a new, three-pronged approach to achieving gender equality: (i) gender mainstreaming ensures that a gender perspective is applied to every step taken by development cooperation, (ii) empowerment identifies targeted measures against gender-based discrimination and disadvantage and specific activities to strengthen women's rights, and (iii) political dialogue covers the systematic embedding of women's rights and gender equality in high-level bilateral and multi-lateral development policy dialogue, in sector policy dialogue and in policy advice.

A QUALITY FEATURE IN PRIVATE SECTOR DEVELOPMENT

For more than 20 years, gender equality has formed part of private sector development as implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) on behalf of the German Federal Ministry for Economic Cooperation and Development (BMZ) on the assumption that the scale and quality of the intended results can be enhanced if projects and programmes are designed to be gender-sensitive.

Over the years, the issue of gender equality in projects and programmes has been subject to change, as have the strategies, approaches and instruments used to promote the private sector. The result is a wide range of approaches and instruments that can be used at different levels of intervention (meta, macro,

¹ The Power of Parity: How advancing women's equality can add \$12 trillion to global growth. Executive Summary. McKinsey Global Institute: Sept. 2015, S. 2 f.

² Global Gender Gap Report 2014. World Economic Forum: Cologny/Geneva, 2014, S. 43

³ Women, Business and the Law 2016. Getting Equal. World Bank Group: Washington DC 2015, S. 3

⁴ ILO 2014: Global Employment Trends. Risk of jobless recovery? Geneva.

⁵ McKinsey 2015, S. 2

⁶ Final Declaration of the G7 Summit. Schloss Elmau 7-8 June 2015.

⁷ BMZ 2014: Gender Equality in German Development Cooperation. Cross-sectoral Concept 2/2014, BMZ: Bonn/Berlin S. 3 f.

meso and micro levels). Gender equality is a secondary objective of most private sector development projects as defined by OECD-DAC markers, which target gender as a cross-cutting issue. Women's economic empowerment is currently the primary objective of only two interventions.

In all projects, women's interests and rights are advanced both through gender mainstreaming, i.e. systematically taking account of the gender perspective in the planning, design, implementation and monitoring of measures, and through economic empowerment. Essentially, the empowerment approach aims to strengthen women by fostering awareness at all levels of society that women have rights (advocacy) and expanding their scope for action (agency). Economic empowerment activities support women's equal participation in economic and working life. The focus is on access to and control over the factors required to ensure a sustainable livelihood in the long term (access and endowment).

STUDY OF PRIVATE SECTOR DEVELOPMENT IN PRACTICE

As part of Germany's G7 Presidency, a conference entitled 'Women's Economic Empowerment – Unlock the Potential' was scheduled for 9 and 10 November 2015 in Berlin. It was against this background that the present study of women's empowerment in private sector development was conducted. It aims to identify selected examples of good practice in terms of gender-specific approaches and instruments used in private sector development and it aims to look at the gender impacts achieved as well as putting the lessons learned into an easily accessible form. It is a desk study, i.e. only documents and secondary sources have been examined and specific oral and written questions were put to resource persons.

The seven case studies included in the study involve interventions in eight countries. They embrace a wide range of development approaches and measures implemented by German technical cooperation to achieve the economic empowerment of women. Essentially, the study aims to reflect the wide range of different approaches currently in use and the various levels of intervention (meta, macro, meso and micro levels). However, it makes no claim to be exhaustive either in terms of the approaches examined or in its geographical spread.⁸ One central concern was, however, that the examples selected should be universally applicable, i.e. that with appropriate modifications, they could be transferred to another country and a different context.

TRANSFORMING GENDER ROLES IN WORKING LIFE

One of the greatest challenges in closing the gender gap is the need to transform gender roles within society. There is a close correlation between gender-specific role attribution and norms and the opportunities women have to take part in economic life. Participation by women is only possible when greater gender equality is achieved within society and when gender stereotypes change.

The example of the ANA HUNNA film and media campaign in the Middle East and North Africa (MENA) region demonstrates how short films exploring aspects of women and employment can trigger a public discussion of the status and role of women in working life. The campaign took place in a fairly difficult environment, in which progressive and traditional conservative factions compete for influence. It is a good example of how to initiate social debate of gender stereotypes in working life and how these can be changed. The impacts of a measure like this will become apparent only in the medium and long term when they are reflected in changes in society (the meta level). A campaign of this sort can influence the economic empowerment of individual women only through a complex results mechanism.

⁸ Two recent publications are relevant here: *Förderung von Frauenbeschäftigung in der Entwicklungszusammenarbeit*, GIZ 2015a, and *Promoting equal participation in sustainable economic development*, GIZ, 2015b

GENDER MAINSTREAMING THROUGH POLICY ADVICE

Policy advice can be extremely effective in leveraging gender equality. Policy advice of this sort was delivered to the Government of the Philippines on gender mainstreaming the [Micro, Small and Medium Enterprise Development Plan for 2011 to 2016](#). A short-term policy advisory mission was able to influence top-level policy-making. The structural changes this triggered (macro level) are having a strong leveraging effect, making it possible to reach far more women than would have been possible with many other measures. However, it also became clear that interventions are always needed at several different levels in order to translate the political will for change into concrete measures. In this context, those involved were able to draw on and adapt experience gained over many years in the Philippines to develop, test and evaluate MSME promotion approaches. Policy advice thus helped bring together the many existing pieces of the puzzle to create a coherent and gender-sensitive MSME strategy. But also in this case, the economic empowerment of individual women was only made possible through a complex results mechanism, even though concrete results have been already identified.

GENDER-SENSITIVE ANALYSIS AND PROMOTION OF VALUE CHAINS

The analysis and promotion of value chains has been one of the most frequently used and valuable approaches to private sector development over the last 15 years or so. A value chain includes the upstream and downstream stages in the manufacture or production of a product or product group, from production of raw materials via the various stages in processing and refining to marketing. In most value chains, both men and women act as producers, entrepreneurs and employees. Women, however, tend to be found at the less productive and less lucrative stages and generally have fewer opportunities than men to enhance their income or their negotiating power. The failure to take gender aspects into account in the analysis and promotion of value chains impacts negatively on the success of this instrument.

In the MENA (Middle East and North Africa) region, an approach was developed to ensure that value chains were analysed and promoted in a participatory and gender-sensitive way and the approach was then implemented on a pilot basis. In the case study, women are at the heart of value chain promotion. A measure like this has multi-faceted results. Firstly, cooperation with the implementing partners brings with it institutional changes, reflected in the enhanced capacity of staff to plan and implement gender-sensitive interventions and in the wider range of services they then offer (access). Secondly, the collective scope for action (advocacy) of the women involved is greater, since they join forces to establish cooperatives or producer groups, thus increasing their negotiating power on the market. The opportunities of individual women (agency), too, are enhanced as they receive training and advice as well as better access to information, technology and services. It became evident that the women involved were able to generate a higher income. Initial surveys also indicate that the women's self-respect and self-confidence regarding their work increased and that they enjoyed higher status in the family and in the community.

GENDER UNIT WITHIN THE AFGHANISTAN CHAMBER OF COMMERCE AND INDUSTRIES

The establishment of a Gender Unit within the Afghanistan Chamber of Commerce and Industries (ACCI) demonstrates that even in a post-conflict situation and a conservative, traditionalist environment, changes can be made that encourage women's economic empowerment. In this case, direct results are generated in the short term almost exclusively at the level of the Chamber of Commerce and Industries (meso level). The concomitant institutional change is helping to influence the structural framework indirectly through the Chamber (lobbying and advocacy). In the medium and long term, the Gender Unit will be providing services specific to women (access) and infrastructure (e.g. special markets and transport) to businesses managed by women in order to expand their individual capacity to act (agency).

LABOUR AND SOCIAL STANDARDS IN THE GARMENT AND TEXTILE INDUSTRY

Encouraging women to participate in the labour force is only one side of the coin. The other is the conditions in which they work. The UN Women and UN Global Compact [Women's Empowerment Principles](#), the ILO's Decent Work Agenda and the United Nations [2030 Agenda for Sustainable Development](#) are all aimed at achieving fair treatment, non-discrimination, health and safety, and freedom from violence at the workplace.

The example of improving labour and social standards in Bangladesh's garment and textile industry shows how the promotion of a branch of industry that was originally geared to raising exports can subsequently be harnessed to help an entire branch of industry move towards more socially acceptable practices. At structural level, training for labour inspectors and the concomitant organisational procedures help secure compliance with health and safety regulations, including regulations to ensure that buildings themselves meet safety standards. Special mention should be made of the institutional change among the sectoral associations in the clothing and textile industry, which are supporting members in their endeavours to boost compliance with national and international labour and social legislation and standards. It is becoming apparent that companies that do more to accept their obligations towards their workforce become more, rather than less competitive, at international level. At the same time, the empowerment of female employees through the newly founded women's cafés is helping to ensure that female members of the workforce are not only aware of their rights but also increasingly able to assert these rights as a group or with the support of legal professionals (advocacy, agency). This example also illustrates how the individual intervention levels are interdependent: change at one level can rarely be successful without simultaneous change processes at other levels.

PROMOTING WOMEN IN THE GREEN ECONOMY

The example of promoting women in Algeria's green economy shows how a new area of development cooperation can help explore new fields of activity or occupations for women. This is particularly important in societies with marked gender-specific segregation and role attribution on the labour market. Women who are successful in new occupations or business areas are particularly important role models for highly skilled young women.

FEMALE- AND FAMILY-FRIENDLY CORPORATE POLICY

The final case study, which looks at gender diversity management in businesses in the MENA region, demonstrates how female- and family-friendly employment and human resources policy can be developed and implemented in companies. This project is, however, still in its infancy, so no results are yet evident. It is expected to generate changes for the better within companies (at meso level) and among the female members of the workforce (at micro level). More generally, diversity management can also be applied to other groups that are disadvantaged as a result of their ethnic background, caste or faith and to people with disabilities. It is, therefore, an approach that is in line with calls for inclusive economic development.

SUCCESS FACTORS AND RECOMMENDATIONS

Overall, the in-depth analysis of the case studies presented demonstrates that the results achieved by these approaches and measures are multi-layered. Direct results from a successful intervention can generate a cascade of further results at other levels, illustrating that there is no single 'right' level of intervention within target groups (bottom-up or grassroots) or at institutional or political level (top-down). Ideally, a combination of differing levels of intervention can help to narrow the gender gap within the economy. In some cases, too, a short-term intervention, such as the policy advice provided in the Philippines, is all that is needed to bring all the existing pieces of the jigsaw together and create a coherent and gender sensitive MSME strategy.

Most of the success factors identified are in line with the fundamental principles of the work of German technical cooperation, i.e. (i) taking a gender-specific perspective, (ii) adopting a systematic stance and approach, (iii) entering into strategic partnerships, cooperation arrangements and coordination schemes with other donors, (iv) conducting studies and analyses as the basis for strategy development, (v) ensuring the involvement (participation) of implementing partners at an early stage in the design and implementation of measures, and (vi) ensuring regular review of the strategies, processes and partner structure. It is as important to respect these principles in women's economic empowerment measures as in other interventions.

The study also recommends that political partners be reminded more frequently of their international commitments, including the United Nations [Convention on the Elimination of All Forms of Discrimination against Women](#) (CEDAW), the ILO's Decent Work Agenda, and the [2030 Agenda for Sustainable Development](#). Along similar lines, companies – which are increasingly making voluntary commitments to the principles of women's economic empowerment and international labour and social standards – need to be reminded of their commitments. They can also be offered support with meeting these commitments as part of private sector development.

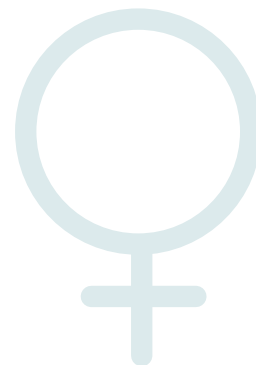




1.0

Introduction





1.0 Introduction

Women's equality or gender equality has been central to Germany's development cooperation at least since the adoption of the United Nations [Convention on the Elimination of All Forms of Discrimination against Women](#) (CEDAW) in 1979 and the [Beijing Platform for Action](#) in 1995⁹. German development cooperation sees gender equality as one possible key to unlocking the development of democratic societies based on human rights, social justice and sustainability (BMZ 2014a, p. 3). There are two main lines of argument for gender equality, one normative and one instrumental. The normative line of argument is based primarily on human rights, while the instrumental one emphasises the fact that gender equality can be used to achieve other development goals. They are not mutually exclusive but are simply two different lines of argument with a common goal.

The relevant BMZ cross-sectoral Strategy Paper 2/2014e highlights the pivotal role played by gender equality in Germany's development policy. BMZ makes it mandatory to take gender equality into consideration across the board in the design of official German development cooperation. It is thus a cross-cutting issue and a requirement in all policy fields, policy instruments and strategies in the country's official development cooperation. The current gender equality strategy provides for a three-pronged approach (ibid., p.7 f.): (i) **gender mainstreaming**, which means that the gender perspective must be taken into account in all development strategies and projects; (ii) **empowerment**, i.e. specific measures to eliminate gender-based discrimination and disadvantage and to strengthen women's rights; and (iii) the fostering of women's rights and gender equality through high-level **bilateral and multilateral policy dialogue**, sector policy dialogue and policy advisory services. Special emphasis is placed on girls and women suffering multiple forms of discrimination as well as on the need to cooperate with men, who must act as change agents.

For German technical cooperation (TC) as implemented by the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, gender equality is, firstly, a key to sustainable development and, secondly, vital in assuring the quality of GIZ's work (GIZ 2012, p.4). GIZ operates on the basis that the results achieved by its projects and programmes will be improved if they take into account the different life situations of women and men and make their work gender-sensitive (ibid.).

In private sector development, consideration of gender equality was first incorporated into the 1997 BMZ sector strategy on promotion of small and micro industry. Over the years, the issue of gender equality has undergone changes, as have the strategies, approaches and instruments used in private sector development. The currently valid BMZ sector strategy ([Sector Strategy on Private Sector Development](#), BMZ Strategy Paper 9/2013e) points at several places to the importance of the equal involvement of women in ensuring the sustainable development of the private sector, generating income and fostering economic growth.

In the [Millennium Declaration](#), the international community (Germany and many of its partner countries) undertook to achieve binding Millennium Development Goals (MDGs) within an agreed timeframe by 2015. The third goal, MDG 3, expressly aimed to 'Promote gender equality and empower women'¹⁰. As of 2016, the MDGs are being replaced by the new 2030 Agenda for Sustainable Development, which was adopted on 25 September 2015 at the United Nations Sustainable Development Summit in New York. The 17 sustainable development goals (SDGs) and 169 targets set out in this new Agenda bring together the principle of sustainability and economic, environmental and social development. This again raises the issue of gender equality in the economy and employment. The aims are: (i) to give women equal access to eco-

⁹ Beijing Platform for Action, adopted in 1995 at the Fourth World Conference on Women in Beijing

¹⁰ The first goal (MDG 1), 'Eradicate extreme poverty and hunger', also specifies the goal of achieving full and productive employment and decent work for all, including women. MDG 8, 'Develop a global partnership for development', specifically mentions cooperation with the private sector. All MDGs were closely linked to human rights.

conomic and natural resources and to services including financial services, and control over property, land and inheritance; to this end (ii) to undertake reforms in line with national law, (iii) to ensure that investment promotion strategies are not only pro-poor but also gender-sensitive in design; and (iv) to ensure women's equal opportunities for leadership in economic life (UN 2015).

Like the strategy paper [Gender Equality in German Development Policy](#), the BMZ's strategy paper 4/2011e [Human Rights in German Development Policy](#) is binding on German development cooperation and a cross-cutting issue in all policy fields, policy instruments and strategies. Another important reference document for private sector development based on human rights and also for gender equality is the United Nations 1966 [International Covenant on Economic, Social and Cultural Rights](#), in particular Article 3 on the equal rights of men and women and Article 2.2, with its ban on discrimination in the exercise of the rights under the Covenant. A further significant reference point is the Decent Work Agenda adopted by the International Labour Organization (ILO) in 1999, which sees the importance of productive employment and decent work as a crucially important factor in reducing poverty. It is based on four strategic objectives, with gender equality as an overarching goal: (i) promoting jobs, (ii) guaranteeing rights at work, (iii) extending social protection and (iv) promoting social dialogue. The ILO's four core labour standards, including a ban on discrimination, form part of the Agenda.

Businesses also have a responsibility to respect human rights. There is increasing acceptance that good human rights practice also makes good business sense. The United Nations has, for example, created a number of different instruments and mechanisms to encourage companies to make voluntary commitments to comply with human rights standards as a principle of corporate social responsibility. In 2011, for instance, the UN Human Rights Council endorsed what became known as the 'Ruggie Principles' (the [UN Guiding Principles on Business and Human Rights](#)) (UN 2011). These principles address both states and private businesses and are based on three fundamental principles: (i) the state duty to protect human rights, (ii) the corporate responsibility to respect human rights, and (iii) access to remedy for victims of human rights violations perpetrated by states or by private businesses. Although these Guiding Principles are not binding, they provide a reference framework for international corporate social responsibility standards.

The creation of the UN Global Compact marked the world's largest initiative to encourage corporate social responsibility. The UN Global Compact comprises 10 principles based on the [Universal Declaration of Human Rights](#), the International Labour Organization's [Declaration on Fundamental Principles and Rights at Work](#), and the principles set out in the [Rio Declaration on Environment and Development](#). Around the globe, more than 8,300 companies and over 4,600 civil society organisations, trade unions, associations and chambers, local authorities and research institutes are working to achieve these objectives.¹¹

In 2010 the UN Global Compact and UN Women jointly formulated seven [Women's Empowerment Principles](#).¹² They cover the promotion of women's equality at the workplace and on the labour market and emphasise the benefits of gender equality and of strengthening women. These are summed up in the Introduction: 'Empowering women to participate fully in economic life across all sectors and throughout all levels of economic activity is essential to:

- ▶ Build strong economies;
- ▶ Establish more stable and just societies;
- ▶ Achieve internationally-agreed goals for development, sustainability and human rights;
- ▶ Improve quality of life for women, men, families and communities; and
- ▶ Propel businesses' operations and goals.'

(UN Women/Global Compact 2011, p.3).

¹¹ <http://www.globalcompact.de/de/newscenter/meldungen/15-Jahre-UN-Global-Compact.php> as at 17 June 2015

¹² Women's Empowerment Principles (WEP)

There is an awareness, however, that targeted measures and regulations are needed to translate these principles into practice so that societies are able to make full use of the talents, expertise, experience and energy of women (ibid.). The priority is, then, no longer merely to respect human rights but to make the business case for gender equality.

A new study now demonstrates that closing the global gender gap in employment could double the contribution women make to the global economy over the next 10 years (McKinsey Global Institute 2015, p. 2 f.): in a full-potential scenario in which women play an identical role in labour markets to men, as much as USD 28 trillion, or 26 per cent, could be added to global annual GDP in 2025 (ibid.). For almost a decade now the World Economic Forum has been pointing to the close correlation between the education and training of women, the use made of their talents, and the international competitiveness of a country (WEF 2014b, p.43). In 2006, the World Bank coined the slogan 'Gender equality as smart economics'. [The World Development Report 2012](#) was dedicated entirely to gender equality and development based on a multidimensional understanding of gender equality, embracing women's education and health (endowment), access to resources (using endowment to take up economic opportunity) and the use of endowment to take action (agency) (World Bank 2011, p. 4).

While there is at theoretical level, an emerging consensus among international organisations, the World Economic Forum and private sector initiatives as to the importance of gender equality for business, actual progress on enhancing women's participation in economic activities remains modest in global terms. In its [Global Gender Gap Report 2014](#), the World Economic Forum notes, for instance, that the gap has closed little in terms of economic participation and opportunity. In 2006, a gender gap of 56% was recorded here; by 2014 only 60% of that gap had been closed (WEF 2014b p.34). The report, [Women, Business and the Law 2016](#), states that almost every economy in the world (155 of the 173 included in the study) maintains at least one gender-based barrier that restricts women in their exercise of an occupation or in entrepreneurship and does not exist in the same form for men (World Bank Group 2015, p. 3). Worldwide, only 50.3% of women of working age are part of the labour force, compared with 76.6% of men (ILO 2014, p. 94), and women generate just 37% of global GDP (McKinsey Global Institute, 2015, p. 2). Much, remains to be done, as a recent declaration illustrates.

At the G7 summit in Schloss Elmau on 7 and 8 June 2015, great attention was given to the economic empowerment of women within the scope of talks on development. The [Leaders' Declaration](#) (p. 19/20) states, 'Women's economic participation reduces poverty and inequality, promotes growth and benefits all.' It continues, 'We recognise that being equipped with relevant skills for decent work, especially through technical and vocational education and training (TVET) ... is key to the economic empowerment of women and girls (...) and to improving their employment and entrepreneurship opportunities. (...) We will continue to take steps to foster access to quality jobs for women and to reduce the gender gap in workforce participation, (...) including by improving the framework conditions to enable women and men to balance family life and employment (...). The private sector also has a vital role in creating an environment in which women can more meaningfully participate in the economy. We therefore support the UN Women's Empowerment Principles and call on companies worldwide to integrate them into their activities.'



2.0

Objectives of the study and
methodological approach adopted



2.0 Objectives of the study and methodological approach adopted

As part of Germany's G7 Presidency, a conference entitled 'Women's Economic Empowerment – Unlock the Potential' was held on 9 and 10 November 2015 in Berlin. The present study of women's empowerment in private sector development was conducted against this background. It aims to set out selected examples of good practice in terms of gender-specific approaches and instruments used within private sector development, to look at the gender impacts achieved, and to identify lessons learned. Section 2 looks at the main concepts involved, the methodological approach taken and some key data on the countries selected before going on to present the seven case studies of good practice involving a variety of approaches and instruments and the results achieved by these measures. The final section sums up the most important findings in the form of lessons learned and identifies success factors.

Only two of the three prongs set out in the BMZ Strategy Paper [Gender Equality in German Development Policy](#) are relevant to practical technical cooperation: gender mainstreaming and empowerment (BMZ Strategy Paper 2014, p. 8f). We begin by considering precisely what is meant by these concepts. We then identify the relevant elements for further analysis. A brief presentation of the results methodology used by German development cooperation follows, along with an explanation of the criteria used to select the case studies used here.

2.1 GENDER MAINSTREAMING

'Germany's Act on Equal Opportunities obliges all federal ministries to contribute to the elimination of gender-based inequality by means of gender mainstreaming. This means taking account of the different life situations and interests of women and men as well as girls and boys throughout all political programmes and decisions, since no measure has a gender-neutral result. By means of gender mainstreaming, the aim of German development policy is to contribute to the equitable participation of women and men in the development process.' (BMZ 2/2014e, p. 8) 'All actors involved are mandated to incorporate gender equality' as a cross-cutting issue 'in the planning, structure, control, implementation and reporting of projects' (ibid.).

2.2 WOMEN'S ECONOMIC EMPOWERMENT

BMZ sees empowerment as deriving from the fields of psychology and social pedagogy and comprising strategies and measures that help people take charge of their lives and live independently. By empowering them, the intention is to enable them to stand up for their own interests and take a proactive stance. In development cooperation, empowerment is primarily seen as a process that strengthens the self-confidence of disadvantaged population groups and enables them to voice their own interests and engage with the political process. The focus is on strengthening individuals' existing potential. The women's empowerment approach was agreed as part of the [Beijing Platform for Action](#) in 1995: 'It aims to strengthen women as rights-holders primarily through awareness-raising at all levels of society and to enhance their agency' (BMZ 2/2014e, p. 8).

The term 'women's economic empowerment' means women's equal participation in economic and working life. Economic empowerment entails access to and control over the factors required to ensure a sustainable livelihood in the long term. However, access to income alone is not adequate evidence of women's greater economic independence: the crucial factor is that women can actually reap material benefits (in the form of income) and that they have control over their income. For instance, women often perform unpaid work in family businesses (ILO 2014, p. 61f.). However, even when women are paid for the work they perform, they are not always free to use their income as they see fit, but have to hand it over to the head of the family or may use it only with his approval (Section 3.4, case study on Afghanistan).

All in all, a large number of legal and social obstacles still stand in the way of women's equal participation in economic and working life, and these have still to be dismantled (BMZ 2014a, p.11).

2.3 ELEMENTS ANALYSED: PROMOTING WOMEN'S ECONOMIC EMPOWERMENT

The factors set out above show that changes (results) that help foster women's participation in economic life may take different forms and may be evident at different levels. Figure 1 gives an overview. Each case study will look at the possible changes (results).

Figure 1: Elements analysed and expected results

Element analysed	Expected results
Changes in gender roles (meta level)	Changes in the way working women are perceived and in gender stereotypes Discussion of gender roles within society
Structural changes (macro level)	Gender mainstreaming at political level Gender-sensitive policies Strengthening of women's rights
Institutional changes (meso level)	Development of gender-sensitive organisational capacities within partner organisations Introduction of gender-sensitive standard instruments Establishment and professionalisation of a system that makes it possible to respect women's rights and implement gender-sensitive policies
The next two elements relate to either the meso or the micro level, depending on whether we look at the organisational and institutional side or the individual side.	
Opportunities to take joint action (advocacy)	Initiation of collective processes Group solidarity Establishment of cooperatives and production groups Improving negotiating position on the market
Opportunities to take individual action (access and agency)	Improved access to (appropriate) services, including advisory services, upgrading measures, financing and information Improved market access Availability of mentoring/coaching services
Individual endowment (micro level)	Appropriate skills development Initial and continuing vocational education and training Personal development
Individual empowerment (micro level)	Building women's self-esteem, self-confidence and the ability to take charge of their own lives, so that they are recognised as independent economic actors, whether as employees or self-employed entrepreneurs; women are familiar with labour and contract law and assert their rights.

2.4 THE RESULTS MODEL USED IN GERMAN TECHNICAL COOPERATION

Based on the generally accepted OECD/DAC definitions, and those used by BMZ, the following results model is used in German technical cooperation (GIZ 2012). The term 'results' is used to describe all positive or negative changes, whether intended or unintended, to a state or behaviour as a direct or indirect consequence of a development measure (intervention). Results occur at various different levels as a consequence of a development measure. The time factor is crucially important, along with the direct or indirect attribution of results.

- 'Outputs' are results at the lowest level. These are generally changes and states brought about in the short term through the activities implemented as part of the measure.
- 'Outcomes' are direct short- and medium-term results arising from the outputs.
- 'Impacts' are the long-term, overarching (indirect) development results. The presence of impacts depends on other influences or factors. In line with the OECD/DAC-evaluation criteria, impacts are also linked to the Millennium Development Goals (MDGs) and inclusiveness or outreach.

Which of these changes happens depends on the strategy selected and the approach adopted and, in particular, on the timeframe and on the financial and human resources deployed. In the following case studies, the changes, or results, were intended to occur at one or more of the above levels, relating to one of more of the elements analysed, as set out above.

2.5 SELECTING THE CASE STUDIES

In selecting the case studies, the aim was to reflect a wide spectrum of the approaches used by German technical cooperation to promote the private sector. The expected results were taken into account for each of the elements analysed, as set out above, at the different levels of intervention. The information and data available formed another important criterion. Only those projects and measures were considered that were able to provide information about results over and above the actual activities. Essentially, the aim was to illustrate the diversity of approaches currently in use and the various levels of intervention (meta, macro,



meso or micro). The study makes no claim to reflect the full range of approaches in use or the geographical spread of German development cooperation.¹³

The following measures were selected:

1. A film and media campaign exploring the topic of women and work in the Middle East and North Africa (MENA), as an example of changing gender roles (meta level);
2. Policy advice delivered to the Government of the Philippines on the gender mainstreaming of the Micro, Small and Medium Enterprise Development Plan, as an example of structural changes (macro level);
3. Development and pilot implementation of a gender-sensitive analysis and promotion of value chains in the MENA region, as an example of institutional changes (meso level), collective and individual opportunities for action (advocacy, agency), improving endowment, and individual empowerment;
4. Establishing a Gender Unit within the Afghanistan Chamber of Commerce and Industries (ACCI) as an example of institutional change (meso level);
5. Employment and social standards in Bangladesh's garment and textile industry as an example of institutional change (meso level) and of opportunities to take collective and individual action (access, advocacy and agency);
6. Promotion of women in Algeria's green economy as an innovative example of women's economic participation in a new field of activity/occupational area;
7. Gender diversity management in companies in the MENA region, as an innovative example of women-friendly employment and human resources policy (meso level) and empowerment of individual female workers (endowment, micro level).

Some of the approaches in the selection are tried and tested, while others have been chosen because of their innovative nature. However, because they are fairly recent, these projects cannot yet point to many results. They do, however, already provide important information on how the economic integration of women can be promoted.

This is a desk study, i.e. only documents and secondary sources have been consulted and specific oral and written questions directed to resource persons. The author has a wealth of experience in developing individual projects and programmes, in the field of results, and in dealing with gender within private sector development activities carried out as part of German development cooperation.

2.6 THE COUNTRIES COVERED BY THE STUDY – FACTS AND FIGURES

The case studies selected include four bilateral measures, in Afghanistan, Algeria, Bangladesh and the Philippines, and two regional programmes in the Middle East and North Africa (MENA) region. The two regional programmes both involve activities in four countries, Egypt, Jordan, Morocco and Tunisia. Three of the countries included are currently in a post-conflict situation or are regarded as having an acute potential for conflict (Afghanistan, Egypt and Tunisia). Seven of the eight countries have an Islamic tradition and one has a Roman Catholic tradition.

The countries included in the case studies also include very poor states (e.g. Bangladesh), as well as others that have already achieved a good average per capita income (e.g. Algeria, Philippines). Table 1 (below) sets out the national poverty rates. It should, however, be noted that because data in these countries is often inadequate, the information is not always up to date and, in some cases, is simply not available. For instance, no comparable up-to-date data was available on the proportion of the population living below the international poverty threshold of USD 1.25 per day. Nevertheless, it is clear that about one third of the population of Afghanistan and Bangladesh live below the national poverty threshold, while in Egypt and the Philippines, the figure is about one quarter. No recent data is available for Algeria, Morocco and Tunisia.

¹³ See two recent publications: *Förderung von Frauenbeschäftigung in der Entwicklungszusammenarbeit* (GIZ 2015a) and *Promoting equal participation in sustainable economic development – Toolbox* (GIZ, 2015b)

Table 1: Indices and statistics

Indices and statistics	Afghanistan	Egypt	Algeria	Bangladesh	Jordan	Morocco	Philippines	Tunisia
Percentage of population living below national poverty threshold 2002–12 according to UNDP HDR 2014	36.0%	25.2%	n.a.	31.5%	13.3%	n.a.	26.5%	n.a.
UNDP/ HDI 2014, ranking out of the 187 countries included	169	110	93	142	77	129	117	90
UNDP/ HDI 2014 Gender Inequality Index ranking out of the 187 countries included	149	130	81	115	101	92	78	48
Gender Development Index (GDI), UNDP HDR 2014	0.602	0.855	0.843	0.908	0.842	0.828	0.989	0.891
Percentage of women in the labour force in 2012 according to HDR UNDP 2014	15.7%	23.6%	15.0%	57.3%	15.3%	43.0%	52.0%	25.1%
WEF Global Gender Gap Index 2014, ranking out of the 142 countries included	n.a.	129	126	68	134	133	9	123
WEF economic participation and opportunity 2014, ranking out of the 142 countries included	n.a.	113	136	127	140	135	24	130
EIU Women's Economic Opportunity Index 2012, ranking out of the 128 countries included	n.a.	80	104	105	93	89	10	49
WEF Global Competitiveness Index, ranking out of the 144 countries included	n.a.	119	79	109	64	72	52	87
Global Innovation Index 2014, ranking out of the 142 countries included	n.a.	99	133	129	64	84	100	78
WB Doing Business Report 2015, ranking out of the 189 countries included	183	112	154	173	117	71	95	60

The most important indicators relating to women's economic participation in the eight countries covered by this study are set out below.

- ▶ The **Human Development Index** (HDI) has been produced once a year since 1990 by the United Nations Development Programme (UNDP) for its Human Development Report (HDR). The HDI attempts to identify the development status of countries by considering their performance on a number of different criteria, including prosperity/poverty, education, nutrition and scope for self-determination. Of the eight countries in this study, Jordan has the highest ranking (77th out of 187 countries), while Afghanistan ranks 169th, towards the bottom of the list of 187 countries.
- ▶ The **Gender Inequality Index** (GII) is also taken from the Human Development Report and uses the same dimensions. It identifies gender-based inequality on the basis of three factors: health (especially reproductive health), empowerment (in particular the percentage of seats in parliament held by men and by women), and labour force participation. Tunisia ranks highest of the countries in the study, at 48th out of 187 countries, while Afghanistan trails the other countries included in this study and is ranked 149th out of 187.
- ▶ The **Gender Development Index** (GDI) has been calculated by UNDP since 2014. It measures the differences between female and male HDI figures and thus identifies deviations from gender parity, irrespective of the development status of a country. The Philippines and Bangladesh do fairly well on this index, i.e. the difference in HDI values achieved by women and men under the conditions prevailing in these countries is relatively low.
- ▶ The **Global Gender Gap Index** (GGI) has been produced every year since 2006 by the World Economic Forum as part of its Global Gender Gap Report (GGR). It benchmarks national gender gaps in the fields of (i) education, (ii) health, (iii) politics and (iv) the economy. This Index does not take account of the development status of a country or aspects such as poverty. The Economic Participation and Opportunity sub-index considers various factors relating to working life, including labour market participation, pay and opportunities. Male and female entrepreneurs are not considered as a separate group. Together, these factors generate the sub-index on **Economic Participation and Opportunity**. The Philippines ranks 9th on the GGI and have performed best of the countries included in this study for years. The country is also ranked fairly highly in the Economic Participation and Opportunity sub-index, where it is listed in 24th place. Afghanistan is not included in this Index. The countries in the MENA region come at the lower end of the rankings.
- ▶ The **Women's Economic Opportunity Index** (WEO) has so far been produced twice (in 2010 and 2012) by the Economist Intelligence Unit (EIU). It looks at labour market policies and employment practices and also takes into account the development of individual capacity through education and technical and vocational education and training. It covers only the formal sector of the economy, however. The aspect of entrepreneurship and entrepreneurial activity is included only in terms of access to financial services and the business environment. For the selected countries, the **Women's Economic Opportunity Index** shows a picture that varies little from that reflected by the **Global Gender Gap Index** and its sub-indices.
- ▶ The **Global Competitiveness Index** (GCI), produced by the World Economic Forum, considers the most important factors in competitiveness (in the form of 12 pillars) and ranks national economies according to level of development. According to the Global Competitiveness Index, Bangladesh is still a factor-driven economy, while Algeria and the Philippines are making the transition from a factor-driven economy to an efficiency-driven economy, and Egypt, Jordan, Morocco and Tunisia have already achieved the status of an efficiency-driven economy.



- The **Global Innovation Index** takes a total of 81 indicators to assess the innovation capabilities of 143 economies. Jordan and Tunisia rank fairly highly here, at 64th and 78th respectively.
- Since 2003, the World Bank's **Doing Business Report** has each year identified the obstacles to start a business put in place by governments, i.e. the effect (costs) of regulation on business start-ups. Tunisia (ranked 60th) and Morocco (ranked 71st) do fairly well, while Afghanistan lags far behind, at 183rd out of the 189 countries included.

These indicators reveal no correlation between the economic development of a country and equality between women and men: there is no linear causality, many different factors play a role, and the interlinkages are fairly complex.

2.7 STRUCTURE OF THE CASE STUDIES

The case studies set out below have been structured in the following way. First the background to or context of the development measure in the country is explained. The approach adopted by the measure is then described, followed by a look at the results and lessons learned.

Since three of the examples are from regional projects in the MENA region, the background or context in the four countries is explained only once, for the first case study, the film and media campaign.



3.0

Case study:
ANA HUNNA film and
media campaign



3.0 Case study: ANA HUNNA film and media campaign

3.1 BACKGROUND/CONTEXT: THE MENA REGION

Political and economic instability in the wake of revolutions across the Arab world has aggravated the situation in the countries of the Middle East and North Africa (MENA). However, the resulting changes in political constellations and the course of events vary widely from one country to another. Egypt and Tunisia have suffered repeated uprisings and hostilities akin to civil war, while the situation is (still) comparatively peaceful in Morocco and Jordan. The political and societal transitions and accompanying clashes have triggered various human rights violations in Egypt and Tunisia, including sexual violence against women.

In the wake of the Arab spring, very different influences are impacting on the future status and role of women in society and in the economy. Islamist political factions have emerged that want to keep women out of the labour force and confine them to their traditional roles within marriage and the family. Meanwhile, almost all of these countries have new constitutions that enshrine the equality of men and women as a basic constitutional right. The governments and political coalitions currently in power are generally more technocratic in nature than their predecessors and are primarily interested in achieving economic progress and creating jobs.

In **Egypt**, President Abdel Fattah al-Sisi, who was elected in May 2014, wants to prioritise the development of industry and agriculture. He stresses the importance of local processing and advocates the intensive promotion of small and medium-sized enterprises (SMEs). Unlike the former, more Islamic-influenced, constitution, the new constitution adopted by the people in January 2014 provides for equality between women and men. 2013, a year of political instability, saw numerous sexual attacks on women. President al-Sisi is the first Egyptian President to highlight the issue of sexual harassment, which was made a criminal offence in June 2014. The new President is also making efforts to have more women appointed to top-level posts. He has appointed a total of five female ministers and the country's first female Vice-Governor. It must, however, be noted that civil liberties have recently been increasingly eroded in Egypt, which is also hampering human rights activists of both sexes. It is unclear whether political engagement on behalf of and by women can reverse the current trend, which is for fewer and fewer women to be part of the labour force.

The Hashemite Kingdom of **Jordan** is a constitutional monarchy. It is continuing to endeavour to act as a trail-blazer for reforms in the region. King Abdullah II is striving for systematic modernisation in the country and lending his personal weight to efforts to bring about reforms in domestic policy. The parliamentary committee on women is proactively demanding that labour law be made more female-friendly. Jordan's Ministry of Labour has set up a national committee, which is working to create more jobs for women, achieve equal pay and set up nursery facilities for working mothers. The Ministry of Interior is pursuing a policy on regional rural development, which aims to integrate women increasingly into economic activities.

The Kingdom of **Morocco** is also a constitutional monarchy. Since becoming monarch in 1999, King Mohammed VI has been pursuing moderate modernisation. In response to the protests that swept North Africa in early 2011 and the demonstrations by the Moroccan '20 February Movement', he introduced a constitutional reform in the same year and called early elections. This enabled him to contain the protests, which in Morocco focussed mainly on economic and social improvements rather than on regime change. In June 2013, the government plan for gender equality (entitled IKRAM, the Arabic word for 'dignity') was adopted. It aims to achieve equality between men and women in all policy areas and facilitates the translation of policy into practice with the help of EU funding. All in all, the discussion within Moroccan society of gender equality and the role of women in the economy has developed positively. In April 2015, the Prime

Minister reaffirmed his support for gender equality by means of the IKRAM programme. The new Ministers of Industry and Trade and of Labour increasingly see women's integration as a politically important issue. The priorities of the Moroccan Government include stepping up investment, promoting SMEs and self-employment, ensuring vocational and technical education and training for young people, and creating more jobs. The 'National Initiative for Human Development' launched by the King is also intended to combat poverty and social marginalisation in the country's poorest rural areas and urban slums.

A new constitution was also adopted in **Tunisia** following the resignation of the Islamist-dominated coalition government in January 2014. Article 46 establishes gender equality. It remains to be seen, however, how this constitutional principle is translated into legislation and policies. Since the end of 2011, the country has seen three transitional governments, all confirmed in office by the National Assembly. In a run-off in December 2014, the candidate of the secular party Nida Tunis, Béji Caid Essebsi, was elected President. The new 'national unity government', a coalition of four parties led by the independent economist Habib Essid, was sworn in in February 2015. Nida Tunis is the strongest party, but the coalition also includes its main opponent, the conservative Islamist party the Ennahda Movement, which means that it ought to be able to secure the necessary acceptance inside and outside parliament to enable it to carry out even painful reforms. The economic integration of women will depend on the will of the government to pass new laws on the basis of the new constitution and to implement reforms. So far, there has been no discussion of the role of women in the labour force.

The impact of the Arab revolutions is not confined to a political shake-up in the countries of the MENA region: most states have also been plunged into serious economic and social crisis. International economic upheaval has further aggravated their desolate situation. Table 2 presents the most important data with regard to population, economic growth and per capita income. Additional data can be found in Table 1 in Section 2.

Table 2: Information on the MENA region

	Egypt	Jordan	Morocco	Tunisia
Population in millions (World Bank database)	83.39	6.60	33.49	11.00
Rate of growth in 2014	2.5%	3.1%	3%	2.7%
Per capita income (US dollars)	Approx. 1,800	5,460	Approx. 3,500	9,400

Egypt, Jordan and Tunisia enjoyed relatively high rates of economic growth between 2000 and 2010, which in some cases topped 6% per annum.¹⁴ With the exception of Jordan, the rate of economic growth in these countries slowed dramatically between 2011 and 2013.¹⁵ These countries tend to rank fairly low on international rankings (Table 1), including the Global Competitiveness Index, the Human Development Index and the Doing Business Report. In Jordan, Morocco and Tunisia, progress is evident, however, partly through reforms to the general business environment. Nevertheless, the different reports concur that the labour market in these countries must be improved in order to create jobs and genuine prospects, for young people in particular.

¹⁴ MENA-Quarterly Economic Brief, World Bank, July 2014

¹⁵ Ibid.

The economic downturns referred to above have gone hand in hand with high unemployment among 15- to 24-year-olds: within the region, unemployment rates average 22% for young men and 39% for young women. Unemployment among young women is particularly pronounced in Egypt, where it is three times higher than the rate for young men, while in Jordan, unemployment among young women is almost twice that of young men of the same agegroup. In all four countries in the region, a large percentage of the population live below or close to the poverty threshold, but there is a lack of up-to-date statistics (Table 1). In a generally unfavourable economic and political context, the demographic pressure exerted by the extremely young population, combined with generally poor prospects of finding employment and earning income, makes it likely that social conflicts will become more marked.

In spite of progress towards economic and infrastructural modernisation, progress in education, and falling birth rates, the countries of the MENA region still have some of the lowest rates of women's economic participation in the world. In 2014, the participation rate among women of working age was 27% in Morocco and Tunisia, 26% in Egypt and 16% in Jordan (WEF 2014b), in spite of the fact that enormous progress has been made towards enabling women to gain an education across the MENA region. In Egypt, for instance, two in three women complete secondary education and one in five has a degree. In Jordan and Tunisia, significantly more women than men are enrolled at the countries' universities. But unemployment among young women with degree level qualifications is remarkably high, at 60% in Egypt, 40% in Jordan and 33% in Morocco.¹⁶

In addition to these academically well-educated young women, however, there are still a large number of less privileged and poor women. Socio-cultural obstacles and traditions within society make it far more difficult for these women to access vocational education and training and to obtain employment in the formal sector than is the case for men. Although some find work in the formal sector (e.g. as factory workers with a low level of security), poorly skilled women often work in insecure jobs in the informal sector. Nevertheless, they often contribute significantly to the family income, and in some families, they are the sole breadwinner.

Irrespective of their level of education, however, it emerges that women tend to stop working when they marry or, at the latest, when they have their first child. They do not return to the workforce because working mothers do not reflect the role considered appropriate for women in these countries. However, motherhood and the lack of employment opportunities are not solely responsible for women's poor level of economic participation: the labour market in all four countries demonstrates significant gender-based segregation. This means, for instance, that women find it difficult or impossible to access certain occupations because of social gender-specific factors and their impact on the standards laid down in labour law. This makes it difficult for women to rise to managerial and decision-making positions. In its Global Gender Gap Index (2014), the World Economic Forum ranks Jordan 140th, Morocco 135th, Egypt 131st and Tunisia 130th out of 142 countries (Table 1) in terms of economic participation and opportunity.

Young women in particular have little expectation of gaining secure employment, which restricts the way they shape their lives. As Islamic-oriented parties and groups have become stronger in the wake of the Arab Spring, as in Egypt and Tunisia, there is increasing questioning of the active role women play in the economy and in society. Although the private sector provides the majority of employment in the MENA region, one Jordanian woman in two works in the public sector. Similarly, in Egypt, the state employs 52% of all working women. In addition to the individual and socio-cultural obstacles already mentioned, working women also have to overcome structural obstacles. For instance, labour legislation in Jordan designed to protect women and mothers, is having a negative impact on the employment of women in the private sector. Female-friendly labour and social legislation requires private businesses – but not public sector

¹⁶ No recent data is available for Tunisia.

employers – to provide nurseries once they employ a certain number of women and to bear the cost of maternity leave. The result is that the private sector frequently sees female workers as a cost factor and concludes that employing and promoting women simply entails an additional financial burden.

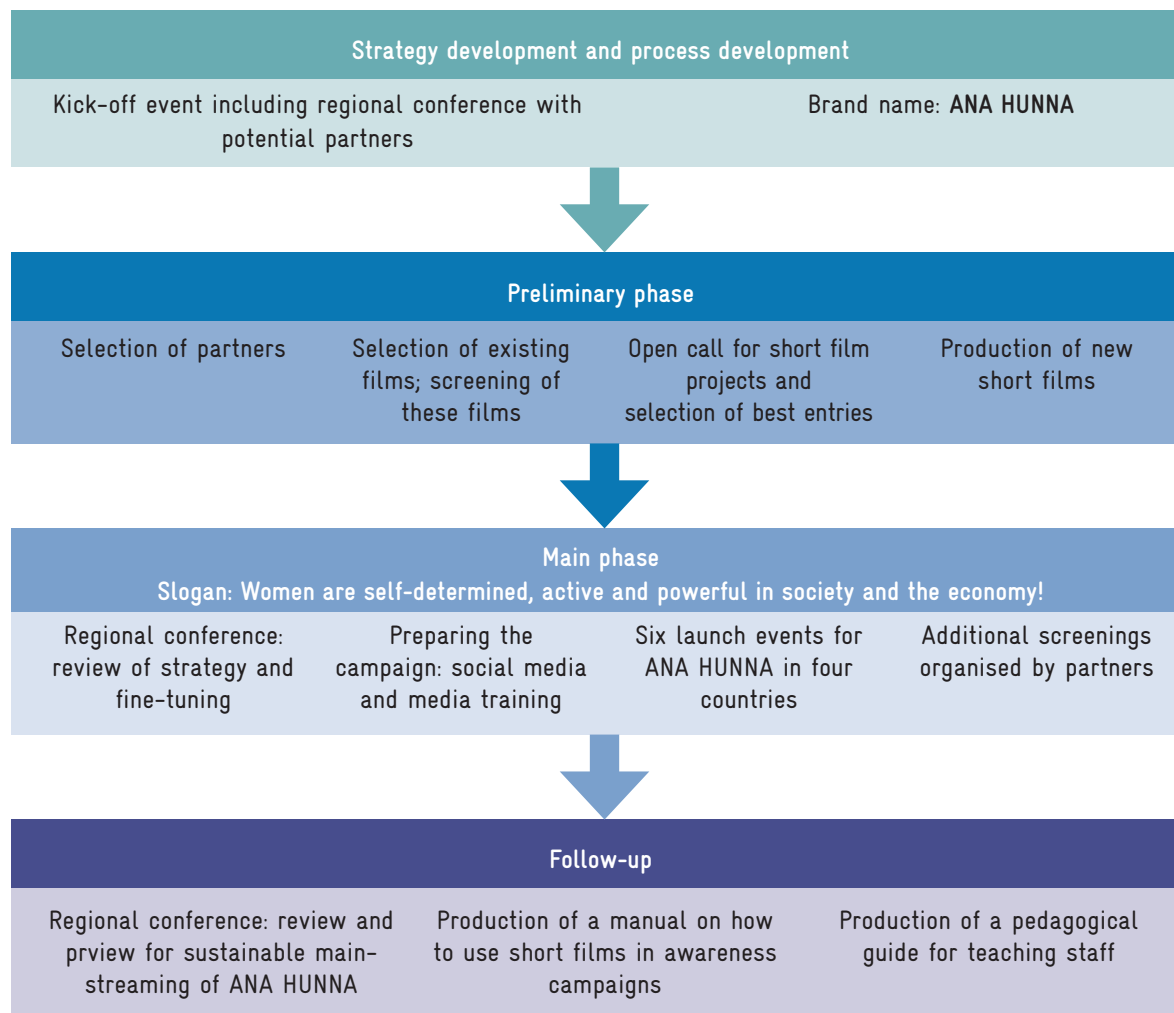
The Economic Integration of Women in the MENA Region (EconoWin) regional project has been working in this difficult environment since 2010. It is currently one of two projects being implemented by German technical cooperation in the field of private sector development with the primary objective of fostering gender equality. The second regional programme aimed at increasing employment for young women through gender diversity management in companies in the MENA region developed out of the first in 2015. These two regional programmes have the specific mandate to develop, pilot and document measures to promote women's economic integration. EconoWin covers four areas of intervention: (i) changing attitudes and perceptions of women in employment, (ii) advisory services and implementation of gender-sensitive economic and employment policies, (iii) economic empowerment of women and (iv) professional orientation for women. The second project focuses on (v) introducing women- and family-friendly employment policies on a pilot basis in private companies with the help of gender diversity management. We present three of the five areas of intervention below.

3.2 THE APPROACH: ANA HUNNA

The Economic Integration of Women in the MENA Region (EconoWin) regional project is explicitly mandated to carry out measures to change awareness and perceptions of women at work, with the aim of generating greater social awareness and recognition of working women. Between 2011 and 2014, the project used a multi-phase regional film and media campaign to implement this as one of four areas of intervention. These phases included initial strategy development and process preparation, a preliminary and a main campaign, and a follow-up phase (Figure 2).



Figure 2: Steps involved in the film and media campaign



The project began by selecting potential partners in each of the four countries (Egypt, Jordan, Morocco and Tunisia) from the media, gender campaigning organisations and the private sector. Depending on the country, non-governmental organisations and/or state or parastatal bodies were involved. Figure 3 gives an overview of the partners involved in the various stages of the media campaign.

Following a three-day kick-off event in June 2011 with the potential partners from all four countries, cooperation agreements were signed and a common strategy devised. It targeted three points: (i) identification and dissemination of existing films exploring the issue of women and work in the region, (ii) an open call for and development and production of new film projects on this issue and (iii) their distribution and discussion at regional, national and international level. At the same time a brand name was coined: **ANA HUNNA – I am here – Je suis là**.¹⁷

By February 2012, 10 short films using individual portraits and images of society as a whole had been selected to address the topic “economic integration of women”. The rights to these films were acquired, Arabic and English subtitles produced, and the collection compiled in the form of a DVD box set. From August 2012, the films were available to partners for screening as part of the preliminary campaign.¹⁸

¹⁷ ‘Ana hunna’ is Arabic for ‘I am here’.

¹⁸ For the selection of films see <http://ana-hunna.org/the-films/>

Figure 3: Partners in the different phases of the media campaign

Egypt	Jordan	Morocco	Tunisia
Preliminary campaign: ten existing short films, between August 2012 and April 2013			
Egyptian Foundation for Family Development (EFFD)	The Jordanian Hashemite Fund for Human Development (JOHUD)	Tanmia Association (www.tanmia.ma)	Femmes & Leadership
Association for Women's Total Advancement and Development (AWTAD)			
Tahrir Lounge			
Main campaign: eight new films, between September 2013 and April 2014			
Association for Women's Total Advancement and Development (AWTAD)	The Jordanian Royal Film Commission (RFC)	Tanmia Association (www.tanmia.ma)	Notre Culture D'Abord
Association of Upper Egypt for Education and Development (AUEED)	Jordan's Ministry of Interior		Centre de Recherches, d'Etudes, de Documentation et d'Information sur la Femme (CREDIF)
Egyptian Foundation for Family Development (EFFD)	King Abdullah II Fund for Development		
Make a Change Club (MAC Club)	Karama 4 Human Rights Film Festival		
Academy for International Development – Middle East (AIDme)			
Follow-up: October 2014 to April 2016			
Association of Upper Egypt for Education and Development (AUEED)	University of Jordan/ Center for Women's Studies	Tanmia Association	L'Institut des Hautes Etudes Commerciales de Carthage
Noon Creative Enterprise			

Parallel to this, there was an open call for new short film projects dealing with women and work. This was received enthusiastically, and a total of 110 projects were submitted. On the basis of the recommendations of national juries of experts, two or three film projects for each country were selected in December 2011. Recognised local film experts and film production companies provided artistic and logistical support.

Four new documentaries and four feature films of a maximum of 30 minutes in length were produced (Figure 4); all films were subtitled in English and/or Arabic. The films explore topics including (i) sexual harassment and conditions at the workplace (*White Flag*), (ii) women as breadwinners (*Selma*, *Leur Nuit*, *Om Amira*, and *Ennajeh: Brave Woman*), (iii) reflections on the role of working women in society (*The Story of 'N' and Woman and a Half*) and (iv) self-realisation 'through work' (*Beyond the Sky*).

Figure 4: Steps involved in the film and media campaign

Documentaries	Feature films
Om Amira, Naji Ismail, Egypt	Leur Nuit, Narrimane Faqir, Morocco
Beyond the Sky, Vesna Shalabi, Jordan	Selma, Mohamed Ben Attia, Tunisia
The Story of 'N', Laila Samy, Egypt	Woman and a Half, Kamel Laaridhi, Tunisia
Ennajeh: Brave Woman, Chiraz Bouzidi, Tunisia	Raya Lbayda (White Flag), Layla Triqui, Morocco

Source: <http://ana-hunna.org/the-films/>

In June 2013, a further regional conference was held in Cairo and attended by almost 50 participants (both male and female) from the partner organisations in the four countries. At this conference, the partners once again discussed the structure and implementation of the film and media campaign and coordinated their activities. A slogan was selected for this main phase of the campaign, which ran from September 2013 to April 2014: 'Women are self-determined, active and powerful in society and the economy!'

An ANA HUNNA website (<http://ana-hunna.org>) was created to disseminate the films from early 2013. A regional Facebook account was set up,¹⁹ along with one YouTube channel and one Twitter account in each country. Social media 'spots' were produced and press packs compiled. Training was organised for representatives of the print media, television and radio, who were also briefed on the economic integration of women at press conferences. Representatives of partner organisations undertook facilitator and media training to prepare them for the campaign.

A total of six launch events involving the media were held across the four countries between September and November 2013. The fact that well-known personalities from the film sector and society in the individual countries were present helped ensure the success of these events. The speakers were managers from the partner organisations and the film teams. A total of more than 1,000 people attended the launch events, about half of them women. Media interest was high: more than 90 journalists attended and produced 137 reports, including 23 radio broadcasts and 13 television programmes.

By April 2014, the ANA HUNNA partners and other interested parties, including culture centres, private businesses and universities, had organised over 300 special events and conducted a wide-ranging discussion of the many aspects of 'women and work'. More than 7,000 individuals attended these events. Discussions continued at regional level via social media, including Facebook (where ANA HUNNA has over 20,000 friends) and Twitter, and via the ANA HUNNA website, and information on the films and the campaign was publicised.

The ANA HUNNA films enjoyed success at both regional and international film festivals. There were more than 20 screenings at over 15 festivals and other events.²⁰ The regional film festivals included the 'Karama 4 Human Rights' film festival in Jordan, the '15e Festival National du Film' in Tangier, Morocco, the 'Festival Cinéma de la femme' (run by Afak Développement) in Rabat, Morocco, and the 'Masry El-Asly' festival in Cairo, Egypt. At international level, the ANA HUNNA film 'Om Amira' was a highly successful entry in the short film competition at the Berlinale film festival in Berlin in February 2014. This film and others also found international acclaim at events including the Clermont-Ferrand Festival (February 2014), the Mostra des Films de Femmes de Barcelona (June 2014), the 56th International Festival of Documentary and Short Film of Bilbao (November 2014) and the BBC Arabic Film Festival in London (also November 2014).

¹⁹ <https://www.facebook.com/AnaHunna>

²⁰ EconoWin Newsletter Sept. 2014, p. 5

To wind up the film and media campaign, another regional conference was held in Belbeis, Egypt in June 2014 and attended by more than 50 representatives of the partners involved. It aimed to review activities to date and identify and record the findings of the campaign. Overall the feedback received from partners and supporters was very positive. It illustrated an extraordinary level of interest in continuing to use the films after the campaign was completed and demonstrated partners' readiness to continue working actively in the field of 'women and work' under the ANA HUNNA umbrella. Options for doing so are to be devised and reviewed in the remaining term of the EconoWin project.

Before the end of the term of the overall EconoWin project in April 2016, there will be a follow-up phase involving selected original and new partners. Three new partner organisations have joined ANA HUNNA to this end (Figure 4). The aim is to establish a permanent executing agency structure for ANA HUNNA. With a view to sustainability and achieving a broad impact, two publications have been produced jointly with the ANA HUNNA partners since early 2015: a manual explaining how to use films for awareness campaigns, which addresses non-governmental organisations, students, public institutions etc., and a pedagogical guide with useful pointers on how best to use the ANA HUNNA films in schools, universities and other educational facilities. Mentoring programmes at universities in Morocco and Jordan, which the project also supports, have now come under the umbrella of ANA HUNNA.

3.3 RESULTS

The project monitored the film and media campaign and reported on results (EconoWin 2014). We outline below the most important short- and medium-term results of the measure (outputs and outcomes – figure 5).

Figure 5: Results of the film and media campaign

Approach	Results	Levels
ANA HUNNA media campaign on women and work in the MENA region	Discussion of gender stereotypes	Meta
	The changing perception of working women	

The films were shown at more than 300 separate events and were seen by over 7,000 men and women across the four countries. Following the screenings, discussions were held at the venues and, subsequently, also on social media. During the campaign, media professionals produced a total of 233 reports about the campaign, including reports on the launch events. The majority (79%) of these reports were published in print and online media, while 10% were broadcast on television and 11% on radio. The media presence consisted primarily of announcements of forthcoming events and reports on the events. Almost 16% of the reports picked up on the issue of women and work, in some cases using statistics, and looked at the challenges and stereotypes facing working women. There were no negative reports or comments in the media.

Questionnaires were distributed following the special events at which the films were screened and secured a response rate of slightly over 25%. The questions focused in particular on changes in respondents' appreciation of working women, changes in behaviour towards working women, and explanations for these changes. A total of 85% of respondents stated that they now appreciated working women more or much more. 62% stated that they would change their behaviour towards working women very positively, while another 21% stated their intention to change the way they behaved towards working women a little. The study highlighted no major discrepancies between the responses given by women and men (Table 3).

Table 3: Gender-differentiated results of the survey relating to the media campaign

	Total	Men	Women
Appreciation of working women now:			
much greater	59%	54%	61%
greater	24%	27%	23%
Change in behaviour towards working women:			
very positive	62%	61%	62%
a little	21%	20%	21%

Source: GIZ-EconoWin 2014 – The 'no change' and 'don't know' responses are not shown here.

Participants who stated that their behaviour would change positively were asked to say why; multiple responses were possible (EconoWin 2014, Box 1). A large percentage (41%) stated that the event had shown them what an important role women play in society and that the way women are perceived must therefore change. 14% of participants stressed that they had become aware that women can perform the same work as men and that women can also be very successful in professional life. 13% stated that they had realised that women face far more difficulties in professional and private life than men, while 12% stated that the events had helped them realise that women have the same rights as men. Only a small percentage of respondents cited possible economic advantages as a reason for the change in their behaviour, stating that the event had demonstrated to them that greater participation by women in employment could improve the economic situation of the country.





Box 1: What participants said about the events

'The films have made me realise how important women are in society, and I have come to appreciate their daily struggle for recognition, although they already bear a great deal of responsibility.' 19-year-old female participant, Qena, Upper Egypt, Egypt

'I now realise that women play an important role in society and that they can move and change things.' 18-year-old female participant, Jendouba, Tunisia

'I have now realised for the first time that women's capacities and work are not fully appreciated, even if they have a university degree.' 19-year-old female participant, Mutah University, Jordan

'Women have the same rights as men and society should change its attitudes to this!' 18-year-old female participant, Middle East University, Jordan

'I really enjoyed the event, because the important role of women was explained very clearly. It is important that women work in order to overcome the economic crisis.' Female participant, Upper Egypt

'The discussions and debates are very important for society. Women ought to work and the discussion has motivated me to be stronger and to make my professional dreams come true.' Female participant, Aqaba, Jordan

'I think that women should have the same right to work as men. There should be more initiatives like this.' 16-year-old male participant, Menzel Boughrabra, Tunisia

Source: GIZ-EconoWin 2014: final report of the stand-alone measure Regional Media Campaign 'Women and Work' in the MENA Region, project number 2012.3506.8 October.

The journalists attending the ANA HUNNA events or special workshops were also surveyed. Almost all of them (96%) stated that they would in future be reporting more positively on working women. The reasons they gave were primarily that they had realised (i) that working women bear multiple responsibilities at work, for the home and for the family; (ii) that women have an important place in society and that this must be recognised; (iii) that they had now seen that women can perform the same work as men and (iv) that the events had changed their attitudes to working women in general. Only a few gave as their reason that women are important to the economy of a country. 90% of the journalists (male and female) also confirmed that they aimed to motivate colleagues to find out more about women and work and to report on this topic.

All in all, the development and implementation of the ANA HUNNA film and media campaign has honed the awareness of all parties involved (filmmakers, jury members and partner organisations) of working women and has presented the issue in a positive way to a wide interested audience. The campaign has not only met its goals, it has exceeded them. Even after the official end of the film and media campaign, the selected pre-existing films and the eight new short films were shown in the four countries and in Europe, and the issues were discussed following screenings (see above). This, and the media presence and interactive activities in social networks, are together helping to change the perception of women as economic agents within society. Thus, the film and media campaign launched by the project is a step towards achieving a longer-term change in awareness of and behaviour towards working women and is helping to change gender roles in societies currently undergoing a difficult transition (overarching result or impact).

3.4 LESSONS LEARNED

The measure 'Awareness raising and the changing perception of women in working life' aimed to increase acceptance and appreciation of working women within society. The short film format was used to this end in an awareness campaign (meta level). The films deal with women and work from the point of view of how women obtain paid employment, how they assert themselves, and what difficulties they face. Short films proved to be an extremely effective instrument in changing awareness, since films engage emotionally with audiences, giving them food for thought and providing material for discussion. The films reflect situations in the everyday life of individuals, which enable audiences – male and female, and from all groups in society – to identify with the characters.

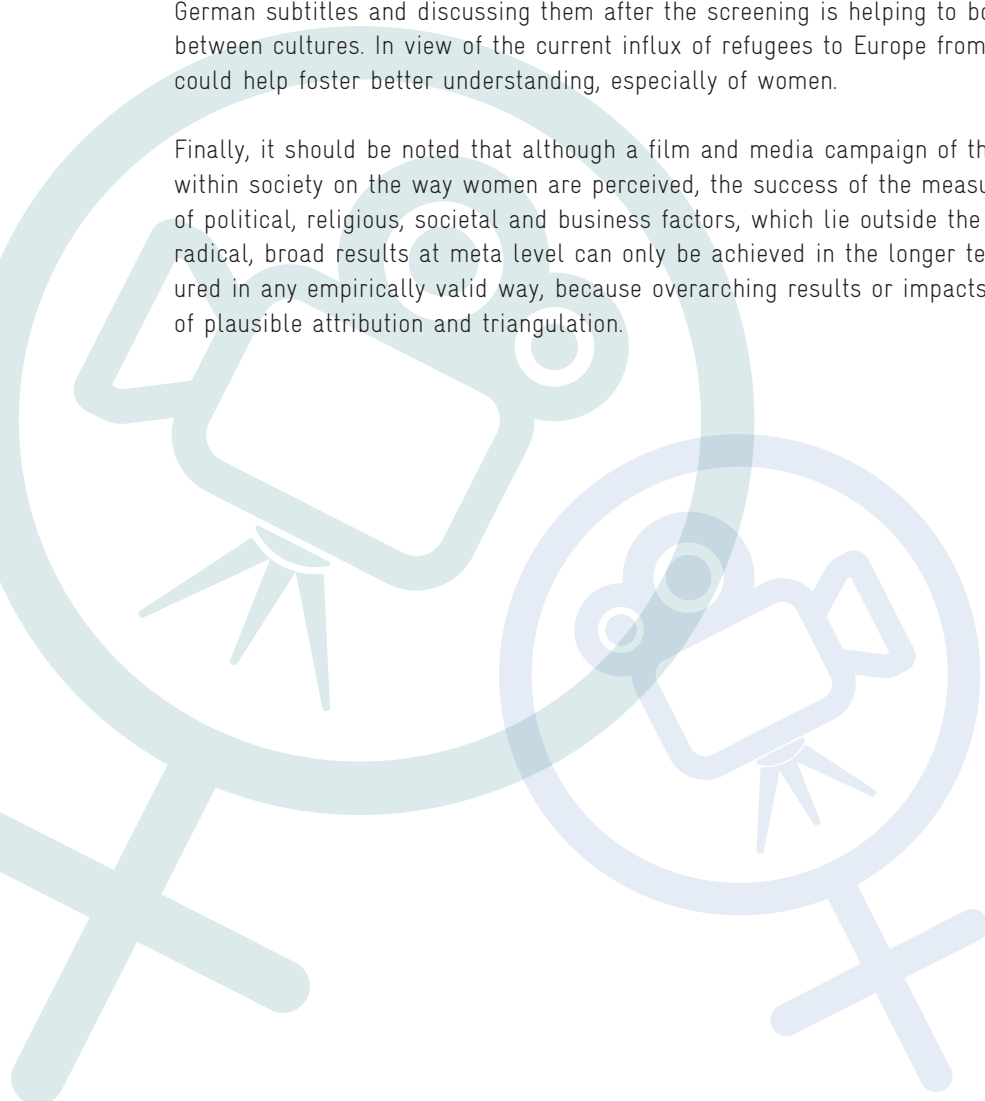
While the partners triggered in-depth discussions by showing the films, there was relatively little discussion on social media (Facebook and Twitter). Although the ANA HUNNA Facebook account had more than 20,000 friends by the end of the campaign, there was no genuine engagement with the fundamental issues. Future activities therefore need to use social media differently.

The very diverse partner network within civil society, the media, gender campaigning organisations, the private sector and government ministries meant that all sections of society could be addressed. The manual on how to use short films in awareness campaigns, which is currently being produced, will do much to ensure the sustainability and broad impact of the measure. Media professionals played an important role and were given briefings and training and took part in the launch events. In future, too, the media will be instrumental in influencing opinions and, thus, the way society perceives working women.

The film screenings were particularly well received in schools, universities and other educational establishments. The development of pedagogical guidelines for teachers will make it easier to continue using the films in educational institutions, thus enabling young people to engage with rigid gender roles. This, too, will help underpin the sustainability of the measure and change the way women are perceived.

The intercultural aspect of the short films should not be ignored. Showing the films in Germany with German subtitles and discussing them after the screening is helping to boost tolerance and understanding between cultures. In view of the current influx of refugees to Europe from the MENA region, these films could help foster better understanding, especially of women.

Finally, it should be noted that although a film and media campaign of this sort can initiate a debate within society on the way women are perceived, the success of the measure depends on a large number of political, religious, societal and business factors, which lie outside the influence of the project. Thus, radical, broad results at meta level can only be achieved in the longer term. They cannot really be measured in any empirically valid way, because overarching results or impacts can only be gauged in the form of plausible attribution and triangulation.





4.0

Case study:
Gender equality
as smart economics



4.0 Case study: Gender equality as smart economics

4.1 BACKGROUND/CONTEXT: THE PHILIPPINES

With a population of more than 100 million, an estimated growth rate of 2% and an average population density of 335 inhabitants per square kilometre, the Republic of the Philippines is one of the most populous countries in the world.

The population is multi-ethnic and 91% are Christian (the majority of them Roman Catholic), with Muslims making up a further 5% of the population. It is not always easy to define the role of women in this strongly Catholic country. Filipinas are often seen as strong women who run family life directly or indirectly, manage businesses, head government agencies and manage major plantations.²¹ But to do so, they have to assert themselves in a male-dominated, post-colonial, Asian Catholic society. Moreover, they live in a culture that is dominated to a great extent by community spirit, in which the (extended) family is the most important social structure. For Filipinas, then, it is still a challenge to define their own role against the backdrop of very hierarchical structures, marked class distinctions, social differences, religious norms and the country's need to tackle the challenges of globalisation.

Only 1,000 of the 7,000 or more islands that make up the Philippines are inhabited. Its geographic location between the Pacific Ocean and the South China Sea and its tropical climate make it vulnerable to regular typhoons, which often lead to flooding and landslides. Climate change is increasingly making itself felt. The super typhoon Haiyan, which swept across the Visayas in the central Philippines at wind speeds of 300 km/h, left thousands dead; hundreds of thousands lost their homes, and the typhoon left widespread destructions. Furthermore, the Philippines is also vulnerable to earthquakes and volcanic eruptions.

4.2 THE APPROACH: POLICY ADVICE IN THE PHILIPPINES

Germany's technical cooperation has been implementing private sector development measures in the Philippines for a great many years. These measures cover a wide spectrum of different aspects including



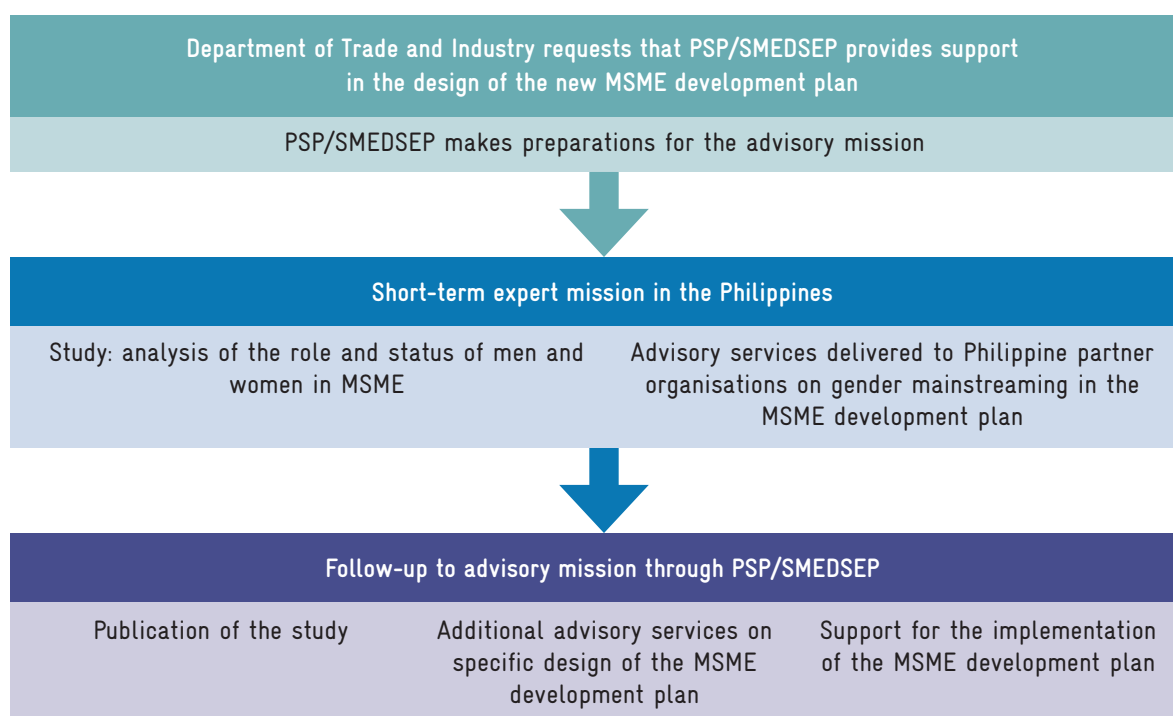
²¹ <http://liportal.giz.de/philippinen/gesellschaft/as> at 8 September 2015 (German only)

(i) efforts to improve the general business environment for MSME development, (ii) creation of a system to promote MSMEs and business start-ups, (iii) value chain promotion in tourism, (iv) local economic development, (v) better financial services, (vi) technical and vocational education and training, and (vii) measures to promote the green economy. The approach presented here with respect to policy advice on gender mainstreaming in the national **Micro, Small and Medium Enterprise Development Plan** was part of the Private Sector Promotion/Small and Medium Enterprise Development for Sustainable Employment Programme (PSP/SMEDSEP), which ran for three periods between 2003 and 2012.

In 2010 the Philippine partner, the Department of Trade and Industry (DTI) submitted a request to the PSP/SMEDSEP for additional technical support in four areas – (i) gender, (ii) migration, (iii) corporate social responsibility (CSR) and (iv) climate change – while it was drawing up a **Micro, Small and Medium Enterprise Development Plan** for 2011 to 2016. The request in the field of gender was also lodged against the background of presentation by the World Bank of its gender action plan '**Gender Equality as Smart Economics**' in September 2006 in Manila and the PSP/SMEDSEP had already several times raised the matter of gender in the course of dialogue.²²

The approach involved a team of short-term advisors consisting of an international gender expert, a national gender expert and a staff member of the ongoing PSP/SMEDSEP responsible for gender issues.²³ In early 2010, a three-week mission took place in the Philippines. The starting point was an analysis of the role and status of men and women in MSME development. The advisory services subsequently delivered to the Philippine partner built on the results of this analysis (Figure 6).

Figure 6: Steps involved in the policy advice on the MSME development plan



²² In response to a request by the partner, the project had already provided support for the evaluation of the MSME development plan for the period 2004 to 2010. Gender equality, migration, CSR and climate change were identified as strategic issues.

²³ The author of this study on good practice was the international gender expert primarily responsible for delivering the advisory services. Advisory services on gender mainstreaming were made possible by the support of the sector programme "Promotion of Gender Equality and Women's Rights" and the sector project "Innovative Approaches for Private Sector Development".



4.2.1 Analysis of the role and status of men and women in MSMEs

The 60-page analysis entitled *Enhancing Competitiveness through Gender Mainstreaming* (Späth et al. 2010) includes (i) consideration of the correlation between gender equality and competitiveness and (ii) gender-differentiated analysis of the labour market and poverty. The main section of the report looks at various aspects of MSME development, taking into account gender-related factors, which include (iii) the legal framework, (iv) data on the labour market and MSMEs, (v) details of the special features of Philippine MSMEs and (vi) recommendations on MSME promotion. The study is based primarily on an analysis of secondary data and a large number of interviews with resource persons and stakeholders. The authors did not conduct their own survey. Recommendations were drawn up on the basis of the analysis. Taking into account some updated data, the most important findings are outlined below.²⁴


(i) The correlation between gender equality and competitiveness

For years, the Philippines has ranked among the top 10 nations in the Gender Gap Index produced by the World Economic Forum.²⁵ The picture is similar for the Gender Development Index, which shows little difference between men and women (0.989) (Table 1). The main reason is that the gender gap in education and health has been virtually closed. A slight gap still exists with respect to political representation and the Economic Participation and Opportunity sub-index, on which the Philippines currently ranks 24th out of 142 states (2014). When the study was conducted, the country ranked 11th of 134 states (2009).

If there is a correlation between gender equality and economic development, then the Philippines ought to enjoy a high level of development. The country is officially classed as an emerging economy. In 2013, per capita income was USD 2,765, making it a lower middle income country, and in 2014, economic growth was 6.2%. Compared with other states, the Philippine economy ranks in the middle: (i) the [WEF Global Competitiveness Index](#) currently ranks it 52nd out of 144 countries evaluated (in 2010, when the study was conducted, it ranked 87th out of 133); (ii) the World Bank's [Doing Business Report](#) ranks it 95th of 189 countries (in 2010, when the study was conducted it ranked 144th out of 183) and (iii) the Global

²⁴ *Enhancing Competitiveness through Gender Mainstreaming. The role and status of women and men in MSME development in the Philippines* by Brigitte Späth, Jean Franco and Rhodora (Sam) Raras for BMZ/GTZ PSP/SMEDSEP/DTI Manila, 2010. The figures quoted here are those available when the study was conducted. Where possible, more recent figures are also given.

²⁵ In 2014, the country ranked 9th of 142 countries, down from 5th place out of 136 countries in 2013. In 2012 and 2011, it ranked 8th out of 135 countries, in 2010 and 2009, it ranked 9th and, in 2008, 2007 and 2006, 6th. In 2012, the Women's Economic Opportunity Index also ranked the Philippines 10th out of 128 countries.



Innovation Index ranks it 100th out of 142 countries (Table 1). The [Human Development Index](#), however, ranks the Philippines further down 117th out of 187 countries (Table 1).

In the case of the Philippines, thus, no unequivocal correlation can be established between gender equality and economic development. Gender equality by itself does not guarantee economic growth: a large number of other factors affect the economic performance of a country, including the political, regulatory and institutional environment, corruption, the degree to which markets are organised, the corporate culture, the level of self-organisation of the economy, and socio-cultural factors. Nevertheless, if the general environment is favourable, women and men can better develop their economic potential.

(ii) The labour market situation and poverty

When the study was conducted, the Philippines was still seen as a country whose economic development was founded above all on low factor costs, including low labour costs (Späth et al. 2010, p. 18 f.). Most factories producing for the world market in the low-wage segment of the garment and textile sector and in footwear manufacturing, which provided work for large numbers of women, have relocated to other countries in recent years. The [Global Competitiveness Report 2014–15](#) classes the Philippines as a country making the transition from a factor-driven economy to an efficiency-driven economy. Overall, the country's economy is a split economy, with a modern electronics industry and booming services sector, in particular call centres and business process outsourcing, on the one hand and subsistence farming on the other. Both the electronics industry (e.g. semi-conductor production) and the new services sector employ primarily women. Manufacturing prefers women mainly because of their reliability and manual dexterity, while the services sector, including call centres and other business process outsourcing enterprises, appreciates their language skills and the fact that some at least are well educated. Manufacturing generates about one third of the country's GDP. The tourism sector is also believed to have great potential. One third of the total workforce in the Philippines earns a living in agriculture, although this sector generates only about 15% of the country's GDP. Around 10% of the working population actually work outside the Philippines, and the remittances they send home help stabilise the local economy.

The official unemployment rate has hovered around 7% for years, but only about 55% of the working population actually work in the formal sector, while the rest earn their living in the informal sector. Some 23% of the working population are also considered to be under-employed, i.e. they have a job but would like to work longer hours. Inequality in income distribution, especially between industry and the service sector on the one hand and agriculture on the other, is high. There is also a huge development gap between Metro Manila, the metropolitan region around the capital, which is home to about 17 million people, and the less developed provinces. In spite of the country's robust economic growth, the Government of the Philippines has not managed to make tangible inroads into poverty. It is estimated that 40% of the population survive on less than USD 2 a day, with a markedly higher level of poverty in rural areas than in towns and cities. There are no significant differences between men and women with respect to poverty.

An average of 50% of women are gainfully employed (49% in 2009 and 53% in 2014), a lower proportion than the 80% average for men (79% in 2009 and 81% in 2014). Women therefore account for almost two fifths of the working population and can be found in almost every sector of the economy and in every occupational group, although the majority work in public authorities, as unpaid workers in family businesses, or as domestic workers in private households.

(iii) Data on micro, small and medium enterprises

According to the Department of Labor and Employment, almost one third of working women (30%) and 36% of working men were classed as self-employed. Most self-employed individuals work in the informal sector.²⁶ Nine out of ten companies are classed as belonging to the informal sector. Thus, almost 5 million people work in the non-agrarian informal sector (i.e. outside agriculture, forestry and mining).²⁷ 54% of them are women, of whom the majority (78%) work in retail and only about 11% in manufacturing.

The picture is similar in the formal sector. 49% of MSMEs registered with the DTI are one-person businesses headed by women and 42% are headed by men; the remaining 9% have other corporate structures, such as registered companies, cooperatives, etc. Women are also slightly more likely than men to register new one-person businesses (51% of the total as against 49% for men). They can be found mostly in the retail sector, while men are more likely to be found working in the services sector. Accordingly, business-relevant services offered by the DTI and its partners tend to be used more by women, who make up 52% of users of training services and 54% of users of other services.

Overall, while there is a relatively large body of data and statistics, these measure a range of different factors, including status quo, year, and definition of the informal sector and of MSMEs and are not, therefore, really comparable. The quantity and quality of gender-differentiated data available to the DTI are not adequate to ensure effective gender-sensitive planning.

The findings of other studies confirm the basic figures on MSMEs. [The Global Entrepreneurship Monitor](#) (GEM) 2006–2007 noted that in the Philippines, (i) 4 out of 10 people of working age ran their own business, (ii) 54% of businesses were born out of sheer necessity, (iii) 6 in every 10 of these businesses have no employees, and (iv) there are virtually equal numbers of men and women running their own business. In fact, according to records, 69% of all business start-ups are headed by women.²⁸ It also emerged, however, that many businesses fail to survive beyond the start-up phase, irrespective of whether they are run by men or women. The most frequent reason given for cessation of trading is that the owner has found paid employment. Women also often stated that they had passed the business on to their husband as soon as it began to prosper. There are, however, also some successful examples of couples taking complementary roles, perhaps with the wife dealing with the commercial side of the MSME while the husband looks after the technical side. It became apparent that women in the Philippines have strong entrepreneurial potential. The institutional environment and business-specific services on offer have, however, so far done little to take this into account.

The study also revealed the discrepancies that exist within Philippine society between the role a woman is expected to play in the family and the prevailing economic imperatives. Even well educated women are expected to look after the household and the children while their husbands go out to work. Yet many families face economically precarious situations, for example where the husband is unemployed or a woman is bringing up children on her own. Filipinas are, then, often forced to contribute to the family income or even to become the main breadwinner. For many of them, a small shop is one of the few ways allowing to combine family and household commitments with paid work. This is, however, not an economic activity that is geared to growth.

²⁶ This figure is consistent with the statistical information on the informal sector provided in the Informal Sector Survey 2008 conducted by the National Statistics Office (NSO).

²⁷ The National Statistics Office of the Philippines classes activities in the agriculture, forestry, fisheries and mining sectors as belonging to the informal sector. As a result, a total of 9.1 million people are classed as working in the informal sector, 5.8 million men and 3.3 million women. See NSO 2008.

²⁸ The GEM Report 2013 points to other data. The number of businesses in the start-up phase had tripled, for instance, which is attributed to the dwindling employment opportunities and rising unemployment.

(iv) The statutory framework

A great deal of progress has been made in the Philippines towards achieving formal gender equality.²⁹ The 1987 constitution, for instance, recognises that men and women are equal. Gender equality has since been spelled out in greater detail in further legislation, including the [Republic Act 9710 \(the Magna Carta of Women\)](#) adopted in August 2009. A review of the legal and administrative framework, however, shows that some of legislation in force is contradictory. For example, women have the right to start up and manage a company independently, but, under family legislation, they still need the permission of a man in many instances.³⁰ As well as family legislation, various other pieces of legislation affect the economic activities of women.³¹ Different rights exist, for example for businesses, with local authority provisions³² and others set out in the [Magna Carta for Micro, Small and Medium Enterprises](#). And in places, these, too, are contradictory. Nevertheless, the body of Philippine law covers a great many aspects of the economic activities of women, and much of it is very progressive. It is, however, rarely translated into practice.

4.2.2 Advisory services on gender mainstreaming in the MSME development plan

The advisory process took place over a limited period of time as a concentrated intervention as part of the ongoing advisory services delivered by PSP/SMEDSEP. The crucial stakeholders in this process were the DTI and, within it, the Regional Operations and Development Group (RODG), which coordinates operational responsibilities in the various regions of the country, the Bureau for Small and Medium Enterprise Development (BSMED), and the Office of Special Concerns (OSC), which is responsible for specific target groups, including women and people with disabilities. The Philippine Commission on Women (PCW) was also involved. It is attached to the Office of the President and oversees gender equality policy in the country.

The policy advice aimed to give the DTI a well-founded basis on which to incorporate gender into the new MSME development plan. Numerous briefings and advisory meetings were held, and at the end of the process, the advisory team presented the results of its analysis and its recommendations to the partner and other stakeholders, and discussed them (Späth et al. 2010). Both strengths (e.g. the high number of business start-ups headed by women) and weaknesses (inadequate data for gender-sensitive planning and the lack of gender-responsive services offered by the authorities) were highlighted. Another aim was to remove the stigma of 'social work' from women's economic empowerment and to make efforts to develop the existing entrepreneurial potential represented by women. To achieve this, the team recommended that the partners put on a 'gender lens' before drafting strategies and policies and developing and implementing instruments. This was also intended to ensure that gender-specific potentials and shortcomings were taken into account in an appropriate way. It was proposed that 'family businesses' be dealt with as a separate category in future, with husband and wife each contributing their own specific skill set to the common business. The advisors suggested that a media campaign be launched to address the problem of out-dated perceptions of gender roles in starting up and managing an MSME.

4.3 RESULTS

The direct results of policy advice of this sort are primarily of a structural nature, i.e. they help create a more enabling environment. Indirect results at institutional level were only achieved at the next stage, followed by initial identifiable achievements at target group level. Figure 7 sets out the most important results.

²⁹ The Philippines has signed up to or ratified the most important international conventions and standards relating to gender equality. They include (i) CEDAW dated 1979; (ii) the Beijing Platform for Action; (iii) the MDGs and; (iv) the ILO's Decent Work Agenda.

³⁰ This can be a problem, when a couple has separated, for instance. Philippines law makes no provision for divorce.

³¹ e.g. Women in Development and Nation Building Act, An Act Providing Assistance to Women in Engaging in Micro and Cottage Business Enterprises, and the Magna Carta of Women since 2009

³² Barangay Micro Business Enterprises (BMBEs)

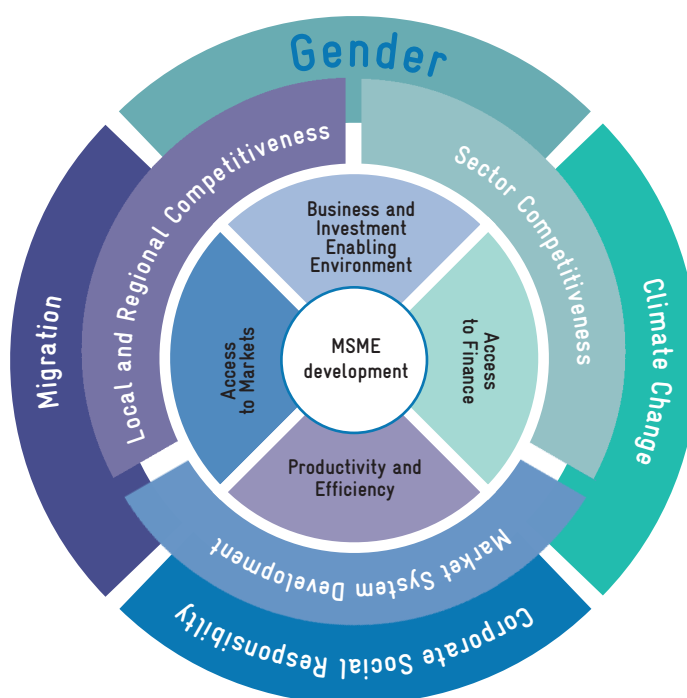
Figure 7: Results of the policy advice relating to the MSME development plan

Approach	Results	Levels
Policy advice on gender mainstreaming in the MSME development plan of the Philippine Government	Structural changes – sector policy	Macro
	Institutional changes in the structuring of operations and downstream authorities thanks to gender mainstreaming	Meso
	Use of the gender and development budget	Meso
	Introduction of gender-sensitive standard instruments – gender-sensitive value chain analysis and promotion	Meso
	Access to business-relevant services and training (access and agency)	Meso/Micro
	Situation and income of the target groups improved	Micro

4.3.1 Structural results

In mid-2011 the MSME Development Council adopted the [Micro, Small and Medium Enterprise Development Plan for 2011 to 2016](#). The main elements in this MSME development plan are illustrated in Figure 8: at the heart of the plan stands MSME development. In order to achieve this, four packages of measures are available which are designed to improve access (i) to markets and (ii) to financial services, as well as (iii) enhancing productivity and efficiency and (iv) the business and investment enabling environment. The plan also aims to enhance (i) local and regional competitiveness, (ii) sector competitiveness and (iii) market system development. For the first time, gender, along with migration, climate change and corporate social responsibility (CSR), forms an integral and strategic part of the MSME development plan. The ministries involved and their downstream authorities are thus called on to put on a 'gender lens' when planning, implementing and monitoring their measures (Box 2).

Figure 8: The scope of the MSME development plan





Box 2: Gender mainstreaming

Gender, as a thematic area in the MSME Development Plan, encourages the local stakeholders to analyze the business environment for the key characteristics and the context in which female and male entrepreneurs operate, and how they may be similar or different from each other. The approach focuses not only on women's and men's access to resources and opportunities, but also attempts to understand in much greater detail, in consideration of the gender roles, the constraints and potentials the entrepreneurs face in putting up as well in expanding their respective businesses. Gender mainstreaming, applied appropriately, can have positive effects on the business climate, productivity, and overall economic growth. And in a country where women owners comprise more than half of the registered businesses ... and where they are unhindered from accessing MSME services, their potential as successful entrepreneurs is a competitive advantage that the country must harness to propel itself to higher economic growth.

Source: MSME Council 2011: Micro, Small and Medium Enterprise (MSME) Development Plan 2011 to 2016, p. 36

The National Economic and Development Authority (NEDA) also incorporated some of the strategic recommendations relating to gender mainstreaming from the MSME development plan in the [Philippine Development Plan 2011 to 2016](#), also adopted in 2011. Some of the recommendations made as part of the policy advisory services have, thus, found their way into an overarching national policy paper. The Philippine Commission on Women (PCW) took important arguments and recommendations from the report produced by the advisory team and incorporated these in its [Women's Empowerment, Development and Gender Equality Plan, 2013-2016 \(Women's EDGE Plan\)](#).³³ This applies particularly to Part I, which looks at Women's Economic Empowerment, and within this, Part 3 and sections 3.1 on the informal sector and 3.2 on micro, small and medium enterprises. The [Women's EDGE Plan](#) sees itself as a supplement to President Benigno Aquino's Social [Contract with the Filipino People](#) on promoting inclusive growth. State authorities are required to take steps within their area of responsibility to ensure progress towards gender equality and women's empowerment. In order to implement the [Magna Carta of Women](#) and the [Women's EDGE Plan](#), the Philippine state has made available a Gender and Development (GAD) budget since 2009. The funds can be disbursed by state agencies as supplementary funding for gender mainstreaming measures or for measures to eliminate disadvantages suffered by women. Measures financed are subject to monitoring and state audit.



33 Women's Empowerment, Development and Gender Equality Plan (Women's EDGE Plan), Philippine Commission on Women, Manila, 2013.

Initially, the DTI made little use of the GAD budget. This has now changed radically, and each year, measures are planned and implemented to benefit women in MSMEs. GAD planning and budgeting has now been placed on an institutional footing by the DTI. Reporting for 2014 shows that a total of PHP 302 million (Philippine pesos)³⁴ was used by the DTI for relevant measures, of which PHP 207 million came from the GAD budget. A further PHP 95 million came from other sources. These funds covered a wide spectrum of DTI activities to promote women or undertake gender-sensitive measures (DTI 2015). The DTI sees the GAD budget as an additional incentive to take steps to foster women's economic empowerment and gender mainstreaming.

4.3.2 Institutional changes

At the 58th session of the United Nations Commission on the Status of Women, the DTI reported on what it had done to implement the [Beijing Platform for Action](#) (DTI 2014). It specifically addressed two issues, the integration of gender in the MSME development plan and the importance of women entrepreneurs. The report also briefly presented three areas of intervention to promote women entrepreneurs and lessons learned. The results achieved here are, however, only indirect results that could plausibly be attributed to the policy advisory services.

(i) The gender-sensitive analysis and promotion of value chains

The gender responsive value chain analysis (GRVCA) approach was initially devised by the DTI with PSP/SMEDSEP.³⁵ The analysis was first implemented on a pilot basis as part of the Gender Responsive Economic Actions for the Transformation of Women (GREAT Women) project with financial support from the GAD budget and the now disbanded Canadian International Development Agency (CIDA). A total of eight measures were implemented on a pilot basis in eight provinces and in their respective priority sectors (GREAT 2011).

The value chains covered involved the (further) processing of meat, prawns, coffee, bananas, mangoes, palm sugar, and bakery products. Seven of the eight pilot measures were successful. In most regions, innovations were introduced in processing or new products developed, new markets were opened up, and women entrepreneurs or producer groups saw their incomes rise, in some cases significantly. In the case of palm sugar processing in Davao, export markets were opened up, incomes doubled or tripled, and farming families were able to enrol in the social insurance system for the first time. In one case (in North Cotabato Province), climate change was producing excessive rain and storms, which impacted negatively on the quantity and quality of the mango harvest. The mangoes harvested were not of the quality required for processing. In Leyte Province, too, the overall good results of the promotion measures were wiped out by the negative impacts of climate change, in this case the exceptionally strong 'super typhoon' Haiyan. On the basis of successful implementation in six of the eight provinces, the range of instruments used by the GRVCA was fine-tuned and modified. The DTI now uses the GRVCA as a priority instrument in its Gender and Development Programme. The staff of almost all regional and provincial offices have been trained to use the GRVCA as required.

(ii) Gender-specific adaptation of the programme to promote micro businesses in rural areas

This programme, supported by the International Fund for Agricultural Development (IFAD) has now been completed. It aimed to establish agribusinesses in 19 provinces and five regions. About halfway through the implementation phase, a gender audit was conducted. It revealed that the programme had no gender-specific direction and that it used no gender-specific instruments, although women accounted for the majority of the target group. It had been assumed that the instruments used were gender-neutral. The DTI then decided, with IFAD, to use the GRVCA in future. As a result, individual interventions were specially tailored to the needs of microbusinesses headed by women. Consequently, the demand from women entrepreneurs for the services offered by the programme increased from 78% in 2010 to 92% in 2013.

³⁴ Equivalent to about EUR 5.8 million

³⁵ This development was separate from the approach described in Section 3.4 regarding the gender-sensitive analysis and promotion of value chains in the MENA region. There was discussion and exchange between representatives of the two projects at the 2011 meeting of the Competence Centre for Economic Policy and Private Sector Development in Bonn.

(iii) Improved access to the MSME services offered by the DTI for women entrepreneurs

In line with its new strategic direction on the basis of the MSME development plan, the DTI ensures that women and men have equal access to services. On average between 52% and 62% of women take up the offer of training and other business-relevant services.

4.4 LESSONS LEARNED

The report to the United Nations Commission makes it clear that not only did the policy advisory services generate structural change in the prevailing political framework but also that this was followed by institutional changes, which were ultimately reflected in measures for women as a target group. The intervention, which was conducted within a very short timescale and entailed only modest costs, thus leveraged significant results.

The structural changes (at macro level) achieved offered leverage that made it possible to address far more women than would have been possible through many other measures. It did, however, also become clear that there must always be interventions at different levels in order to translate the political will to change into concrete measures. In this context, the project drew on and adapted experience and long-standing work to develop, pilot and evaluate MSME promotion approaches. The policy advisory services thus helped bring together the many different parts of the puzzle to produce a coherent picture, i.e. a consistent gender-sensitive MSME strategy. Here, too, the economic empowerment of individual women requires a complex results mechanism, even if results at this level have already been identified.

One crucial success factor of the intervention was the long-standing successful co-operation based on mutual trust that existed between the partner, the Department of Trade and Industry, and German technical cooperation. Over a period of many years, PSP/SMEDSEP had built up excellent working relations with the partner and developed and tested good practice in economic promotion with great success. It was only thanks to this that the issue of gender could be raised on a number of occasions and that the suggestions fell on fertile ground. The project responded flexibly to the request from the partner side for support in the design of its new MSME development plan. This swift intervention made it possible to use a unique opportunity to make the policy framework gender-sensitive. It was, however, not just a question of producing a report. What was much more important was the consultation process, especially the discussions with the partner and other stakeholders, before, during and after the visit by the team of advisors to the Philippines.





5.0

Case study:

Gender-sensitive analysis and
promotion of value chains



5.0 Case study: Gender-sensitive analysis and promotion of value chains

For background and context to the MENA region, see Section 3.1

5.1 THE APPROACH: GENDER-SENSITIVE ANALYSIS AND PROMOTION OF VALUE CHAINS

The mandate of the regional project "EconoWin" is to develop, pilot and document exemplary measures for the economic integration of women. The project's intervention area 'Women's economic empowerment' has made use of the tried and tested approach of value chain promotion and developed a participatory and gender-sensitive concept. To this end, it entered into a cooperation agreement with the independent aid organisation Oxfam-Québec that, between 2010 and 2014, implemented the Regional Economic Empowerment of Women Project (REEWP) in Jordan, Lebanon, the Palestinian territories and Tunisia. The project was financed by the Canadian International Development Agency, CIDA.³⁶

The methodological approach is based on the model for value chain analysis and promotion that has long been used within development cooperation.³⁷ This approach reflects differing aspects of individual value chains (see Box 3). A value chain includes the upstream and downstream stages involved in manufacturing a product or product group and so extends from the production of raw materials and the various processing or refining stages right up to marketing. Analysis does not, therefore, cover simply the individual stages in production but also considers the vertical and horizontal linkages between the various stakeholders – producers, suppliers, processors and purchasers – along with the service providers and promotional bodies supporting them and the diverse roles they all play within the value chain. The aim of such analysis is to identify potential weak links and entry points for raising quantity and quality or productivity, and introducing innovations and new products.



Box 3: Aspects of value chains

Technical aspects: A value chain represents the sequence of a production process, including upstream and downstream stages, from the provision of necessary inputs, through primary production and (further) processing, to marketing and ultimate use.

Stakeholder-oriented aspects: A value chain includes the manufacturers, processors and traders involved with a specific product and representatives of service providers, promotional bodies and state institutions with responsibility for product improvement.

Organisational aspects: A value chain is made up of vertical and horizontal forms of cooperation and interaction (linkages) involved in the production and marketing of a specific product or service.

Socio-economic aspects and aspects of power: The stakeholders in a value chain have differing levels of access to markets and services and differing levels of (negotiating) power over their situation; these vary according to their sociocultural background, gender, social norms, and economic status (for example, whether they are employees or employers, whether their business is a formal or informal one, and whether they are a micro-business, an SME or a large business).

Value chain analysis also takes into account the socio-economic relationships between the stakeholders involved and the concomitant power relations that may, for example, influence their access to markets or their negotiating position. With regard to gender, it is clear that women in developing countries work within value chains as entrepreneurs, as employees, as producers (mostly of agricultural raw materials) and as retailers. However, although both women and men are involved in most value chains, women are more likely to be

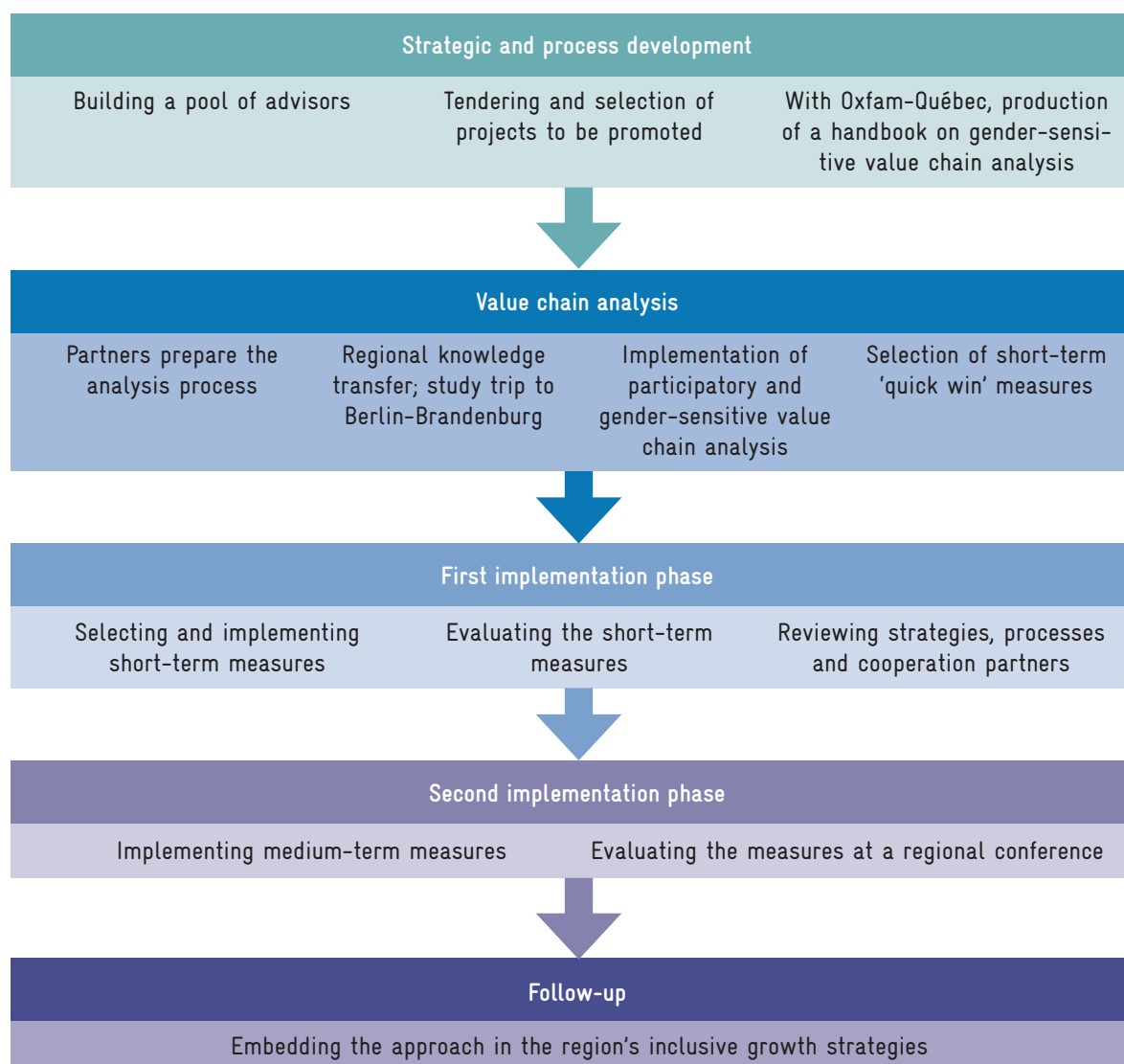
³⁶ <http://reewp.oxfam.qc.ca/en/presentation>

³⁷ See Nutz/Sievers 2015 and www.valuelinks.org

found in the less productive and less lucrative stages of value creation and to have fewer opportunities than men to improve their incomes or their negotiating power. There are many reasons for this: in many societies in developing and transition countries, women's mobility is limited, as is their access to markets and services, while cultural and social norms are an obstacle to their interaction with other stakeholders in the value chain. For these reasons, any gender-sensitive value chain analysis must reflect the particular situation and role of women in the specific value chain.

To implement this approach the regional project adopted a multilevel approach (see Figure 9). At its outset (October 2011), the project joined forces with Oxfam-Québec to run a workshop in Jordan for more than 50 potential partners – mostly non-governmental organisations (NGOs) and interested companies – on the topic of participatory and gender-sensitive value chain analysis. The initial aim was to create a shared understanding of the approach. The workshop led to the decision to develop a manual on value chain analysis with women's economic empowerment as its focus. It also concluded that to do justice to a market-based approach, it was necessary to identify value chains that both represented economic potential and offered earnings opportunities for women as entrepreneurs and employees.

Figure 9: Steps in gender-sensitive value chain analysis and promotion





A short while later, the project implemented skills training for national trainers and advisors to build a pool of advisors. The intervention was designed that from the outset, national experts and international experts were involved both in analysing value chains and in implementing subsequent promotion measures. In December 2012, partners and advisors met in Berlin for a regional knowledge transfer event, which included visits to comparable projects in the Berlin and Brandenburg area. The next stage, which did not involve Oxfam-Québec, was to organise a tender for gender-sensitive value chain promotion for interested organisations and companies. 27 organisations expressed an interest of which seven were selected by a panel to undergo closer analysis in line with the gender-sensitive value chain approach (see Figure 10). The selection criteria included:

- ▶ The extent to which the project idea was well thought-through and feasible
- ▶ Plausibility of selection of the value chain or product, including whether the sector was already eligible for promotion and funding under state policies
- ▶ The value chain's business and market orientation and expected growth potential
- ▶ A multi-link value chain providing adequate entry points for improvement
- ▶ The (potential) involvement of women and the extent to which gender was taken into consideration
- ▶ Prospects for women to generate growth or to rise to a higher level of value creation
- ▶ The capacity of the applicant (NGO or company) to function as a reliable partner in the analysis and implementation of the measures identified
- ▶ The intrinsic motivation of the applicant to implement a project of this kind
- ▶ The level of openness to the approach and innovative activities
- ▶ A strong network on the part of the applicant and existing interest from local stakeholders and actors in the value chain.

The intention was that women should already be active as employees, managers or entrepreneurs in the sectors selected for promotion. Alternatively, there should be potential for improving their status in these sectors or for integrating women for the first time. In Jordan, Morocco and Tunisia in particular, agriculture-based value chains represent one of the few employment opportunities open to women, especially poorer women in rural regions. With one exception, the value chains selected are based on the production or processing of agricultural raw materials (see Figure 10). The single exception relates to Egypt, where the value chain in question is based on textiles, toys and baby clothes made from biodynamically grown cotton and was, therefore, already operating at a higher level of value creation. The company concerned, NatureTex, is part of the SEKEM Group, an Egyptian cultural initiative and a social company.³⁸ As well as the main partners listed in Figure 12, other stakeholders were involved in planning and implementing the relevant measures, including institutions and associations, one charitable organisation and NGOs.

Figure 10: Projects selected for value chain promotion

Country	Value chain, location and products	Main partner	Number of women involved
Egypt	Product group: textiles, toys and baby clothes produced in Belbeis from biodynamically grown cotton	NatureTex	62
Jordan	Dairy processing in Jerash Products include butter, clarified butter and cream cheese	Jordan River Foundation (JRF) and IRADA Foundation	120
	Pickled vegetables in Ajloun	Jordan River Foundation (JRF) and IRADA Foundation	360
Morocco	Figs in Chefchaouen / Quazzane Product: dried figs	Association Marocaine d'Appui à la Promotion de la Petite Entreprise (AMAPPE)	62
	Prickly pears in Sidilfni Products: prickly pear seed oil, cosmetics	Agence Internationale pour le Développement Economique et Social (AIDES)	15
Tunisia	Dog roses (rosa canina) in Zaghouan Products: rose water and essential oils, cosmetics	Association pour la Promotion de l'Eglantier de Zaghouan (APEZ)	60
	Myrtle in Ain Drahem Products: essential oil of myrtle, cosmetics	ATLAS Foundation (Association Tunisienne pour le Leadership l'Auto-développement et la Solidarité)	20

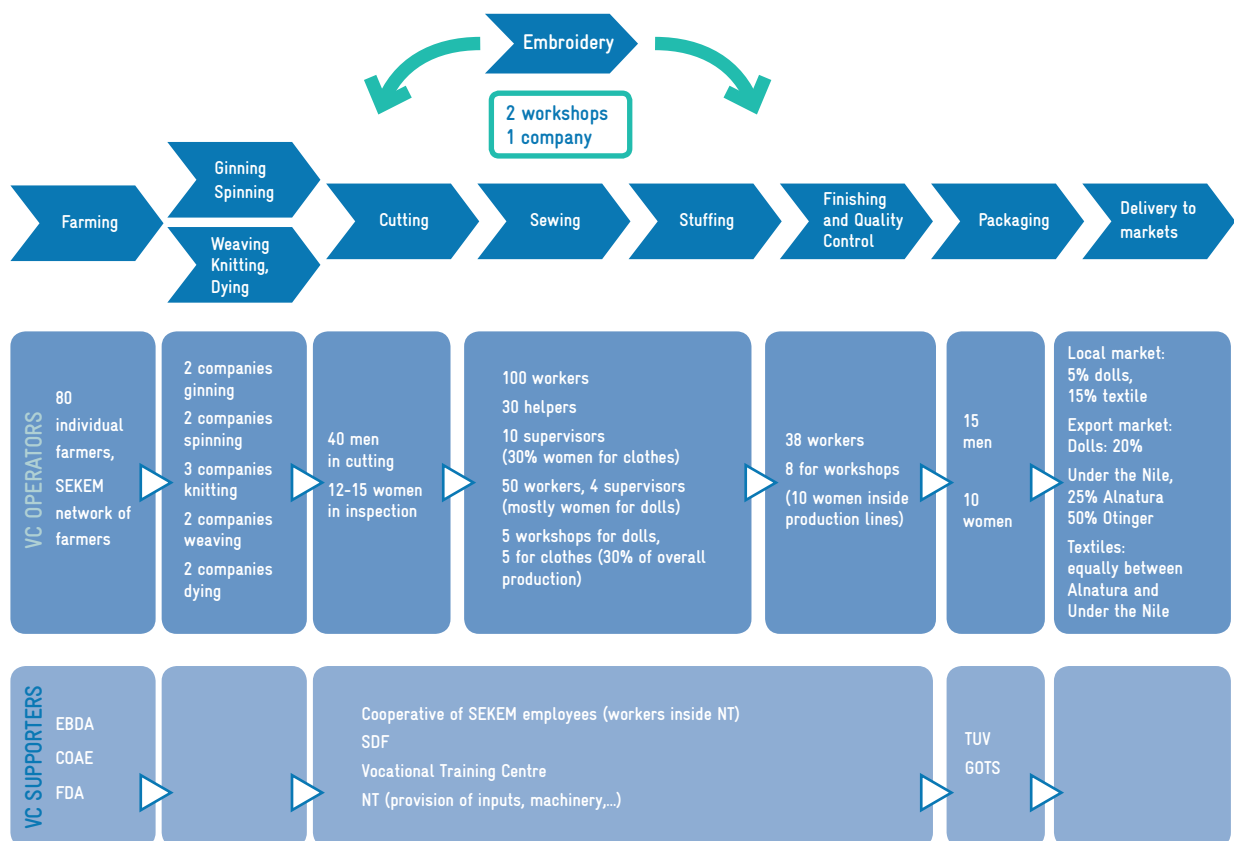
From summer 2012, the project provided specialist support for the gender-sensitive analysis and promotion of value chains for the selected projects and, in some cases, financed them. Over a period of about a year (2012–2013), value chains were supported in the following ways: the partner organisations initially worked with

³⁸ In pedagogical, social and economic terms, this company is based on Rudolf Steiner's fundamental principles of education and anthroposophy; see <http://www.sekem.com/>

local experts to prepare the interviews and workshops on gender-sensitive value chain analysis. The analysis of the value chains for the selected projects was then carried out with the partner organisations, representatives of other stakeholder groups, and local and international experts. Of note here is the mixed approach, which involved external and local experts and stakeholders. The more academic analysis conducted by external experts helped to identify the sectoral context of the individual value chain and markets and interdependencies at both national and international level. Local knowledge of conditions on the ground and in the sector also fed into the project through the participation of partner organisations and stakeholders. The information gained then served as an informed basis for decision-making regarding promotional measures and incentive systems.

The initial aim was to identify entry points for measures to improve the position of women within the value chain in the short term, using funding and inputs available at local level ('quick win' measures). One example of such short-term intervention are the two skills development measures carried out in Jordan, which were implemented with IRADA, an innovation project introduced by the Jordanian Government. In the dairy processing value chain, a total of 11 in-service training events were held for 173 informal cheesemakers in seven districts, covering such areas as new products and food hygiene. In the preserved vegetables value chain, participants were trained in processing, packaging and marketing. The prickly pear value chain in Morocco received support in launching and developing women's cooperatives and in building the technical and professional skills to manage existing women's cooperatives and companies. In Egypt, NatureTex developed a new, separate production line for women; sewing in clothes production had previously been almost solely the preserve of men (see Figure 11).³⁹

Figure 11: Flowchart of a gender-sensitive value chain analysis – NatureTex



³⁹ The aim was to establish whether women seamstresses could achieve the same quality and productivity as their male colleagues. No differences were identified between women and men.

These 'quick win' measures were implemented jointly with partners and other stakeholders, including Chambers of Commerce and Industry, trade associations, local authorities, research institutions and vocational schools. The experiences were subsequently evaluated, with further weak points being identified to be addressed through medium-term measures. The strategic orientation of support for any individual value chain was then reviewed once more and modified as required.

The next stage involved the main partners joining forces with other key actors and stakeholders to implement these measures. Figure 12 gives an overview of the various value chain promotion intervention priorities and identifies four distinct key interventions: (i) organisation of the value chain or sub-sector, (ii) human resource and personal development, (iii) company development, and (iv) products and markets.

Figure 12: Key interventions in value chain promotion

Organisation of the sub-sector/sector	Human resource and personal development
Forming producer groups Strengthening cooperatives Networking, including with promotion and research institutions, associations, suppliers and purchasers Strengthening the commitment of entrepreneurs and at governorate level to local economic development	Courses to improve self-confidence and communication skills Literacy, accounting and linguistic skills Developing a system for suggestions for personal development of employees and/or members of cooperatives and producer groups
Company development	Products and markets
Compliance with health and safety regulations (e.g. with regard to the production, packaging and warehousing of foodstuffs or health and safety at work in the textile sector) Access to funding: what funding is available and how can it be obtained Formalisation of cooperatives or companies	Training in harvesting and processing techniques, product diversification and packaging, and transport Strategic marketing, e.g. through branding or establishment of a produit du terroir (regional product) Access to new markets

Source: Nele Wasmuth, 2014

Depending on the weaknesses and possible entry points identified, packages of measures were then finalised and implemented for each value chain within the available funding, initially for a period of one year. Examples here include: i) further support with setting up and developing women's cooperatives in the prickly pear value chain in Morocco; ii) a personal and management development programme for women at NatureTex in Egypt; iii) more extensive and enhanced cultivation of dog-roses by producer groups in Tunisia; and iv) standardisation of food hygiene in cheese production and new marketing strategies for dairy produce and preserved vegetables in Jordan. The measures benefited a total of 699 women, 23 companies headed by women and, in the case of the processing of prickly pears and figs in Morocco and of myrtle in Tunisia, cooperatives, some of which were managed by both men and women. The women involved in the promotion measures – 67 from Morocco and 80 from Tunisia – were all organised in cooperatives or producer groups or were in the process of organising themselves in that way (see Figure 10).

The project also supported further-reaching strategic measures in the selected value chains. This included, for example, assigning a female development worker to NatureTex in Egypt, who focused primarily on human resources, including gender diversity management. This has led to weekly meetings being organised



to discuss issues such as working conditions and skills development.⁴⁰ Five women underwent training to act as spokeswomen for their colleagues and now represent their concerns at the meetings.

In December 2014, a final two-day regional conference was held in Tunis entitled 'From Pilot Project to a Sustainable and Inclusive Regional Growth Strategy'. It attracted around 100 representatives of governments, research institutions, national and international non-governmental organisations, and experts.⁴¹ The global coordinator for value chain development for the International Labour Organization (ILO) also attended. One of the aims of the conference was to develop sustainability strategies to embed the approach within the region.

5.2 RESULTS

The project ensured monitoring of value chain promotion and reported on the results. Below, the key results are outlined, achieved at all levels of outputs, outcomes and impact, despite the short duration of the intervention. On the one hand findings of the surveys conducted in the individual countries involved immediately after completion of the measures are reported.⁴² Secondly, the results of the surveys of target groups, the entrepreneurs involved and the key partners, conducted as part of a long-term evaluation are taken into account.⁴³ Additional new information is also presented on the long-term embedding of the results achieved.

Table 4 demonstrates that there was a further improvement in business success between the survey carried out in 2013, immediately after the promotional measures had been completed, and the follow-up survey in 2014. The key findings are that promoting value chains led to producer groups, cooperatives and companies receiving and accepting invitations to product fairs and exhibitions and that these events helped to ensure that both male and female producers were better informed about markets (50% of respondents) and engaged more in discussions with business partners (86% of respondents).

⁴⁰ EconoWin Newsletter, March 2015, p. 3

⁴¹ See Conference Booklet and Conference Report (both 2014)

⁴² On completion of the measures, a total of 218 interviews were conducted, 170 with representatives of the target group and a further 48 with the partner organisations. Mesopartner/PEM consult 2013 and Wasmuth 2014

⁴³ Interviews were conducted with a total of 157 female employees, 17 female entrepreneurs and 6 partner institutions. See Long Term Evaluation Report 2014, p. 17.

Better knowledge of markets enabled some companies to access new market niches (78%) or to broaden their product range (83%) (Table 4).⁴⁴ For the value chains involved in projects in Jordan, Morocco and Tunisia, the local market remains their largest sales outlet, but promotional measures carried out as part of the project mean that some companies have been able to secure a larger share of their national market. Some products were also certified as organic, enabling them also to be marketed internationally. NatureTex in Egypt was already producing almost exclusively for the international market.⁴⁵

Table 4: Findings of surveys on business growth in 2013 and 2014

Survey Respondents said they:	Immediately on completion of the value chain promo- tion measures in 2013	Long-term evaluation 2014
had achieved greater sales	27%	64%
were expecting greater sales	26%	
had widened their business contacts	26%	86%
had better access to market information	43%	50%
had access to new markets or new market segments	14%	78%
expected to have access to new markets or new market segments in future	36%	
had new products	22%	83%
were currently developing new products	22%	
had improved the quality of their products	58%	89%
were currently improving the quality of their products	23%	
had brought down their production costs	26%	45%
were currently bringing down their production costs	24%	11%
had secured higher incomes	20%	55%
were expecting higher incomes	36%	
had improved their skills	42% in processing 41% in technology	77% improved skills
had seen an increase in their employees' motivation	n.a.	68%

Source: Mesopartner/PEM consult 2013; Chavanne 2014

⁴⁴ For example, NatureTex was briefed on a new market segment (people with eczema) and developed a new product line for this group.

⁴⁵ NatureTex was going through a difficult period: it had to deal with both a recession in the Egyptian economy and the loss of a major client from Germany, who was able to purchase more cheaply on the Chinese market.

A substantial majority (89%) of the companies, cooperatives and producer groups benefiting from the project activities agreed that they had been able to improve the quality of their products and acknowledged a direct link with specialist training for their staff. In Jordan, the new compliance with production, packaging and hygiene standards for food products unquestionably improved their market position.

Almost half (45%) of those surveyed said they had already been able to bring their production costs down, with a further 11% in the process of doing so. This success can be attributed to two factors: improvements in the organisation of work, and joint purchasing, with a consequent improvement in negotiating position. 64% of interviewees had increased sales compared with 2012 as a result of higher demand.

The producer groups, cooperatives and companies involved in the surveys saw a clear correlation between positive growth in their business and the promotional measures, as can be seen from the figures in Table 5. Despite economic downturns in some sectors in the region, the value chains promoted by the regional project were able to hold their own share in the market, adapt to changed conditions and, in some cases, even expand.

Table 5: Contribution of the promotional measures to value chain development

Promotional measures for the value chain helped to	Yes	No
expand the range of goods and services	94%	6%
improve quality	89%	11%
bring down costs	56%	44%
facilitate access to new market segments	78%	22%

Source: Chavanne 2014

However, value chain promotion initially created virtually no new jobs: only one cooperative recruited five new members, and employee numbers remained largely unchanged, mainly as a result of persistent difficulties in the economic situation of the countries concerned. Within cooperatives and producer groups, too, the recruitment process proved sluggish: these member-only organisations are not primarily interested in recruiting new members but focus on improving the situation of their existing members.

Overall, 77% of the entrepreneurs surveyed reported that the measures had had a positive impact on the skills levels of their employees or of group members, while 68% said that the measures had had a positive impact on motivation. 55% of the female producers and employees in the value chain reported higher incomes, with most respondents estimating the increase at between 10% and 20%.

NatureTex in Egypt halved turnover among its female employees (mostly for family reasons) from 44% in 2012 to 21% in 2013⁴⁶, despite the fact that the company had been unable to increase wages because of the economic crisis in Egypt and the loss of a major customer. However, the poor state of its order book meant that the company could not implement its plans to support the creation of own independent micro-businesses by women in the region and to outsource part of its production to these businesses.

One further outcome of the project is that gender-sensitive promotion of value chains has made women more aware of their role within the production process. The findings relating to the strengths and weaknesses of the value chain in which they are involved have enabled them to identify and benefit from economic opportunities. A further aspect is the extent to which the women involved have developed in

⁴⁶ See also SEKEM Insight, *Sekem's Journal for Culture, Economy, Society and Ecology in Egypt*, no. 124, January 2013, pp. 1-3

personal terms. A majority of the women surveyed stated that their self-confidence in relation to their place in working life, in their local community and in their family had increased and that overall, their self-esteem had also risen (see Table 6).

Table 6: Personal development among women

Survey Indicator	Immediately on completion of the value chain promotion measures in 2013	Long-term evaluation 2014
Greater acceptance/increased self-confidence among working women:		
at work	85%	93%
in society/local community	77%	58%
in the family	58%	87%
personally	79%	97%

Source: Mesopartner/PEM consult 2013; Chavanne 2014

With regard to the sustainability and broad impact of the measure (overview see Figure 13), alongside the seven main partners, a wider circle of other organisations and institutions and a large number of local advisors were involved in participatory and gender-sensitive value chain analysis and promotion. In some cases, these bodies and individuals were prepared for their role through further training or on the job training. Six of the main partners reported that they offered services and support for companies headed by women and for women's cooperatives. Five of the main partners have developed new services and activities as a result of their experience with gender-sensitive value chain promotion. Five also reported an increase in business contacts and business activities involving women-led companies and other institutions, associations and organisation since completion of the promotional measures by the regional project. All the main partners said that they were using at least some of the skills they had acquired through participatory and gender-sensitive value chain promotion for further activities. They were all also highly motivated to improve their services further.

Figure 13: Results of gender-sensitive value chain analysis and promotion

Approach	Results	Level(s)
Participatory and gender-sensitive analysis and promotion of value chains in the MENA region	Institutional change resulting from the introduction of a new promotional instrument	Meso
	Development of cooperatives and producer groups/ value chain organisation (advocacy)	Meso/Micro
	Access to information, technologies, business contacts, training and services, and markets (access and agency)	Meso/Micro
	Improved skills (endowment)	Micro
	Self-esteem and self-confidence – individual changes	Micro



Moreover, in two countries – Egypt and Jordan – the government department responsible for domestic affairs and agriculture has already expressed an interest in integrating the participatory and gender-sensitive promotion of value chains in their inclusive growth strategies. In Tunisia, a Memorandum of Understanding with the Ministry of Agriculture and Environment was signed in September 2015 on training ministry staff in the use of the participatory and gender-sensitive value chain analysis and promotion. In a further stage, the approach is scheduled to be implemented in at least two projects in rural areas run by the Directorate for Women. Other German technical cooperation projects working with rural value chains in Tunisia and Morocco are also interested in the transfer of the methodology.

In September 2015, the entire SEKEM group, of which NatureTex is a part, also agreed a gender strategy for a balanced society as a consequence of the development worker's assignment and of the support provided by the value chain promotion initiative.⁴⁷

5.3 LESSONS LEARNED

The gender-sensitive analysis of value chains was participatory, with the key stakeholders playing an active part in the process. External expertise provided additional – and mostly systemic – information. The focus was on the economic situation of women in the relevant value chain and how it could be improved. The stakeholders jointly planned and considered what they could themselves contribute to improving women's situation and where external support was needed. Projects were managed by local organisations, and the entire process was conducted and documented transparently. The methodological approach, along with the experience gained, is transferable, and a manual on gender-sensitive value chain analysis is now available for use by other projects.⁴⁸

⁴⁷ <http://news.sekem.com/en/a-society-with-two-wings-sekem-celebrates-equality/>

⁴⁸ The Why, What and How of Gender-Sensitive Value Chains: A Practical Guide. Economic Integration of Women – MENA (EconoWin)/GIZ and Regional Economic Empowerment of Women Project (REEWP)/OXFAM-Québec: Amman 2012. A further manual is currently being prepared: see <http://econowin.org/>.

The key findings include:

- ▶ Most importantly, a better understanding of the role of women in any value chain is a prerequisite to improving their situation. Women working in value chains make an important contribution to economic and social development and should be supported for that reason.
- ▶ An understanding of gender-specific roles within a value chain is not only important for the explicit empowerment of women; taking account of gender-specific characteristics and using gender-appropriate and adapted measures where necessary helps achieve better overall results in value chain promotion (see also Section 4.3.2).
- ▶ Participatory value chain analysis enables those involved to identify with the process of promoting value chains in a gender-sensitive way and offers a number of advantages. The stakeholders involved learn how to analyse their situation independently and to see it in a systemic context, which generates momentum. Meanwhile, those involved develop a perspective on improving their situation, triggering their interest in the process of change and their willingness to become involved in this process.
- ▶ Reliability and open communication among those involved promote independent initiative and self-responsibility at the implementation stage.
- ▶ To facilitate successful implementation, gender-sensitive value chain promotion needs to be integrated into political strategies and government initiatives. Finding exactly the right forms of support from government agencies is a major factor in the success of the measures.
- ▶ The involvement and use of existing structures, such as Chambers of Commerce and Industry and business associations, providers of business-related services, and education and training institutions, makes a major contribution to economic success, especially where such structures function as multipliers.
- ▶ The training and involvement of local experts in developing local expertise is important both for multiplication and scaling-up and for the sustainability of the approach.
- ▶ Cooperation with research and higher education institutions is particularly important in relation to innovation.
- ▶ Even where new jobs are not created directly, empowering the stakeholders in the value chain equips them to better manage the current economic crisis. No jobs were lost during the project, incomes actually rose in some cases, and the businesses involved were able to tap into new markets.



6.0

Case study:
The Gender Unit
within the Afghan Chamber
of Commerce and Industries



6.0 Case study: The Gender Unit within the Afghan Chamber of Commerce and Industries

6.1 BACKGROUND/CONTEXT: AFGHANISTAN

Afghanistan has been ravaged by crisis for more than 40 years and is considered to be a fragile state (BMZ 2014b p. 16), with a resurgence of violent conflict since 2015. Since the International Security Assistance Force (ISAF) was withdrawn in 2014, Afghanistan has been going through a crucial phase in its political, economic and social development. The willingness of businesses to invest is limited because the security situation is volatile and it is unclear how the country will develop politically. Political reform has reached stalemate, corruption is on the rise, and in the medium term, donor funding is falling, which is having a markedly negative impact on the private sector. The recent World Bank/IFC [Enterprise Survey](#) for Afghanistan (2014, p. 4) lists political instability, corruption, and a lack of access to land and capital as the major obstacles hampering businesses.

Economic growth, which averaged 9.4% a year between 2003 and 2012, fell to 2% in 2014. The services sector is the largest sector in the Afghan economy and accounts for 54% of the country's GDP but employs only around 10% of the workforce. A further 10% are employed in the manufacturing and craft sectors, which together account for about 22% of GDP (13% from the craft sector alone). 80% of the country's workforce is employed in agriculture, which makes up the remaining 25% of GDP.

According to the World Bank, Afghanistan's population of over 31 million had an estimated per capita income in 2014 of USD 695. 36% of the population continues to live below the national poverty threshold, with a further 20% only marginally above it. Afghanistan is one of the world's poorest countries, ranking 169th out of 187 countries in the 2014 UNDP Human Development Index. 40% of the Afghan population is below the age of 15, so every year, around 400,000 young women and men flood on to a labour market that is unable to absorb such numbers. Migration is placing disproportionate pressure on urban areas, and around half the population is either underemployed or unemployed.

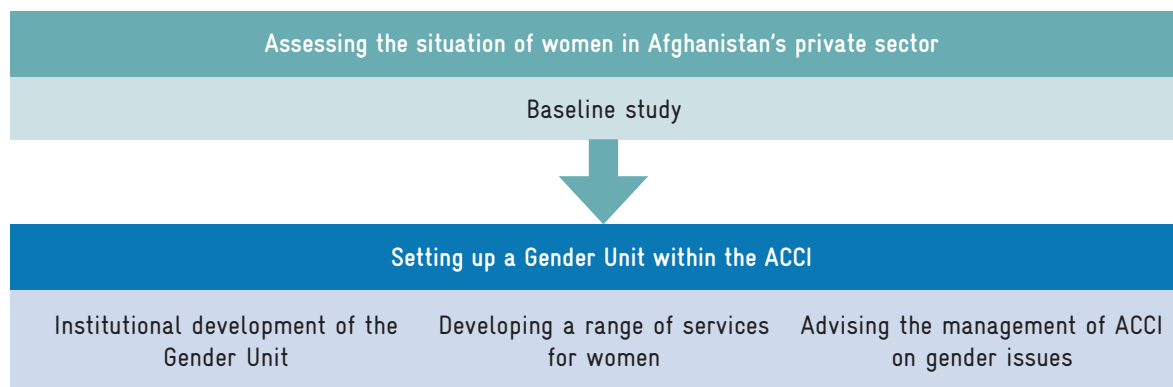
6.2 THE APPROACH: A BASELINE STUDY AND THE GENDER UNIT

Since 2002, Germany has been supporting Afghanistan in the area of private sector development, particularly in the northern provinces of Kunduz, Takhar, Badakhshan, Samangan, Baghlan and Balkh. German technical cooperation has adopted a number of priorities: (i) advising the Afghan Ministry of Commerce and Industries on improving the conditions for trade and the statutory framework governing the private sector; supporting the development of (ii) the Afghan Chamber of Commerce and Industries (ACCI), (iii) the Federation of Afghanistan Craftsmen and Traders (FACT) and (iv) an export agency; (v) promoting selected value chains; (vi) promoting business start-ups; and (vii) creating a network of private business service providers. In 2014, at the request of BMZ, three projects ("Sustainable Economic Development in Northern Afghanistan and Kabul", "Diversification of Agriculture in Baghlan Province" and "Fund for Strengthening Rural Livelihood Systems") were merged into a single project entitled Sustainable Economic Development and Employment Promotion (SEDEP). As with the individual predecessor projects, promoting women's employment and businesses headed by women remains an important secondary objective of SEDEP.

The approach presented here includes both a baseline study of the situation of women in Afghanistan's private sector and the creation of a Gender Unit within the Afghanistan Chamber of Commerce and Industries (ACCI) (see Figure 14).⁴⁹

⁴⁹ Afghanistan Chamber of Commerce and Industries <http://www.acci.org.af/>

Figure 14: Steps to empower women in Afghanistan



Box 4: Gender-differentiated survey

A total of 683 companies were surveyed, of which 468 were headed by women and 215 by men.

Two thirds of those surveyed were Tajiks, which broadly reflects this ethnic group's representation in the population of the northern Afghan project regions.

The average age of the women surveyed was 33.5 years and of the men 34.6 years.

37% of the women and 27% of the men were illiterate, a considerably smaller proportion than the average for the Afghan population as a whole (88% and 60% respectively). The survey sample had a somewhat higher than average level of education.

41% of the women had received some kind of vocational education and training before they set up their business, compared with 34% of the men.

53% of female respondents were married, 43% single, 3% widowed and 1% divorced.

Source: Merkel 2013a and 2013b

6.2.1 The situation of women in Afghanistan's private sector

Although the new Afghan constitution formally provides for gender equality, gender-based discrimination prevents women from becoming gainfully employed, exercising an occupation or profession or running their own business. Despite statutory gender equality, it is still common for men to be given priority in matters of inheritance and registration of ownership. Discrimination against women is based partly on religious and cultural norms and traditional gender roles.⁵⁰ These gender roles hamper women in asserting their position outside the confines of their family. The official employment rate for women in Afghanistan is just 16%, compared with 80% for men. Although women have been able to return to employment and become involved in politics since the change of government in 2001, there is still a marked gender gap in the country: according to the UNDP (2014), Afghanistan ranks 149th out of 182 countries on the Gender Inequality Index and scores 0.602 on the Gender Development Index, the worst performance of the eight countries listed (see Table 1).

In 2012, the sustainable economic development project referred to above conducted a gender-differentiated survey on equality, self-employment and employment in the private sector (see Box 4 and Merkel 2013a and 2013b). The survey findings revealed a direct correlation between level of education, family structure and the creation of a business headed by a woman. While the extended family is the dominant family model in Afghanistan, a majority of female entrepreneurs (54%) live in a nuclear family and 6% live alone; this is unusual in Afghanistan, because women require the consent of their family to start or

⁵⁰ Afghanistan Watch /UN-Women 2014 p. 31; Echavez 2012



manage a business. 93% of female entrepreneurs said that their families supported them, with almost half (46%) ranking family support as the most empowering factor in their decision to start their own business. Family support included concrete support (for example, with acquiring technical expertise, transport of goods and products, or childcare) but also moral support. Many women consult family members when they have decisions to make, but when it comes to investment decisions, 70% of women entrepreneurs said they took their decisions alone.

Most of the women surveyed had started their business from scratch, with just 15% inheriting it. This compared with 32% of men who had inherited their business, indicating discriminatory practices in inheritance rights.

Both groups derived their start-up capital overwhelmingly from personal savings (88% of men and 65% of women funded their start-up from their own resources). 15% of women and 6% of men had received financial support from their family. Would-be female entrepreneurs were more likely to turn to informal moneylenders – 11% had used this source, while men made no use of informal lending at all. Only a few members of both groups had taken out a bank loan (4% of women and 2% of men) or a loan from a non-governmental organisation (4% of women and 3% of men). When taking out a loan from a bank, 48% of women had the loan secured by other people, compared with 35% of men who secured the loan with their own assets. Around a third of both groups (30% of men and 33% of women) used their home as collateral to secure a loan.

Both men and women saw difficulties in accessing finance as a central problem, and both groups cited problems with marketing their products as the second greatest obstacle (see Table 7).

Table 7: Gender-differentiated ranking of the obstacles facing Afghan entrepreneurs

Obstacle ⁵¹	Female respondents' ranking	Male respondents' ranking
Access to finance	1	1
Marketing problems	1/2	1/2
Energy supply	2	3
Transportation infrastructure	3	9
Lack of entrepreneurship training	4	10
Lack of business development services	5	6
Family problems	6	11
Land titling	7/8	7
Household responsibilities	7/8	13/14
Time distribution between family and business	9	13/14
Availability of raw materials	10	5
Availability of skilled labour	11	2
Customs and trade regulations	12	11
Security situation/threats	13	15
Legal system/ineffective judiciary	14	8
Bureaucratic set-up procedures	15/16	4
Bribery and corruption	15/16	17
Cultural factors	17	17
Police harassment	18	18

Source: Merkel 2013a p. 13 and GIZ/GFA 2013b p. 9

There were, however, significant differences between men and women in terms of marketing strategies. Women were more likely to rely predominantly on word-of-mouth advertising (55%) and usually had no physical shop premises. Men, by contrast, were more likely to use trade fairs and advertising materials. The female entrepreneurs surveyed sold their products mainly on the local market (57% of women, as against 48% of men), followed by the regional market (29% and 27% respectively). Only a few women were active on national and international markets.

Female entrepreneurs were more likely than their male counterparts to cite the inadequate transport system, a lack of access to business-relevant initial and continuing training, and family related issues (including the unequal allocation of household duties) as a problem. Overall, almost half of the female entrepreneurs surveyed said that the business environment discriminated against women. The services offered by business promotion facilities are not very well known. Neither were respondents familiar with how to obtain support.

⁵¹ The order of some rankings differs slightly, although the rankings are derived from the same survey. In the case of one ranking (Merkel 2013a p. 13), marketing was omitted, hence some duplicate responses.

Gender-based segregation is clearly evident in employment. Most companies headed by women produce and process a small range of products or provide services, specifically craft production (including manufacture of carpets and clothing), food and wool processing, and a limited range of services, with a focus on body- and haircare. Cultural or religiously motivated restrictions make it impossible for unaccompanied women to communicate with men outside their family. For this reason, they are forced to rely on activities that they can carry out at home and that require little, if any, contact with the outside world, especially in rural areas.

Businesses headed by women employ an average of 7.5 people, slightly more than those headed by men (7.1 employees). Gender segregation means that most companies employ only men or only women (88% of companies headed by women and 86% of companies headed by men are single-gender). On average, women make up 12% of the paid workforce of companies headed by men, compared with 37% in companies headed by women. In companies headed by women, 45% of female employees are unpaid, compared with just 2% of female employees in companies headed by men.

This is because companies headed by women are predominantly family businesses and the unpaid employees are usually family members or close family associates. As well as being unremunerated, such work is often not valued socially. However, even employed women earning their own living are not always free to dispose of their income as they choose but require the consent of their husband or of the head of the family to spend it. This is, however, not solely the result of gender roles: in traditional families, sons and younger brothers also hand over their earnings to the head of the household.

The gender study carried out and published in 2013 by the sustainable economic development project clearly demonstrated the particular challenges facing female entrepreneurs, which was then reflected in both the strategy adopted by the project and the choice of partners to promote equal opportunities for women in the private sector. Alongside targeted promotion of value chains and activities relevant to women's employment (such as carpet manufacture, processing of precious stones, and processing of foodstuffs and cashmere), the project supported the creation of special markets for women and promoted greater gender-sensitivity in the way key partner institutions operated, particularly through the creation of a Gender Unit within the Afghanistan Chamber of Commerce and Industries (ACCI) (see below).



6.2.2 The approach: A Gender Unit within the Chamber of Commerce and Industries

The ACCI is the umbrella organisation for the Afghan private sector and comprises 73 associations representing a total of more than 65,000 member companies. It sees itself as 'the voice of Afghanistan's private sector' and is recognised under the country's 2009 legislation on Chambers of Commerce and Industry as representing the whole of the private sector. Germany and other donors have been supporting the ACCI for a number of years. The ACCI began acting on behalf of female entrepreneurs from an early stage, and a recent survey shows that between 16% and 20% of businesses in Kabul, Balkh, Herat, Kandahar and Nan-garhar provinces are entirely or partially owned by women.⁵²

For this reason, the sustainable economic development project began in spring 2013 to support the establishment of an independent Gender Unit – specifically a Female Entrepreneurs Empowerment Unit – within the ACCI (Masood 2013). The Unit's main roles are:

- ▶ To ensure equal access to ACCI services
- ▶ To provide specific training for female entrepreneurs
- ▶ To develop a body to represent women's political interests at national and regional level
- ▶ To create a countrywide network of female entrepreneurs and to facilitate the sharing of experience and promote cooperation arrangements.

The sustainable economic development project's involvement in setting up the Gender Unit involved (i) financial support, including the funding for a female manager, (ii) advice for the ACCI management team on gender-relevant issues, and (iii) establishment of a range of services for female entrepreneurs offered by Chambers of Commerce and Industry. Within a short time, the following activities were taking place:⁵³

- ▶ Organisation of a range of networking events in Kabul and Mazar-e-Sharif, which has resulted in 65 women now meeting on a regular basis.
- ▶ Organisation of an 'Access to finance' roundtable, which in particular highlighted the difficulties faced by companies headed by women in obtaining finance and identified possible solutions. This led to the signing of a Memorandum of Understanding with a range of banks with a view to improving the provision of credit for women.
- ▶ Organisation of the first conference of female entrepreneurs in Afghanistan: 350 female entrepreneurs and senior representatives of the government attended and discussed the challenges facing companies headed by women.
- ▶ Completion of an initial feasibility study on women-only markets in Badakhshan province.
- ▶ Implementation of a range of training courses for women in the areas of business management, business planning, marketing and dealing with application formalities in Mazar-e-Sharif and Kabul.
- ▶ Publication by ACCI of the [Directory of Afghan Women Businesses](#) (ACCI/GIZ 2014).

⁵² Email communication from Dr Massod Parwanfar, ACCI coordinator of the Sustainable Economic Development and Employment Promotion (SEDEP) project, 9 August 2015

⁵³ Masood 2013 and GIZ/AFG 2014, p. 2

6.3 RESULTS

Since the interventions by the sustainable economic development project had less than a year to run before the project was merged, and since they took place within a difficult environment, only initial steps towards results and impact at the lower level (activities and outputs) could be achieved (see Figure 15).

Figure 15: Results achieved by the Gender Unit

Approach	Results	Level(s)
Creation of a Gender Unit within the Afghanistan Chamber of Commerce and Industries	Shaping the business environment	Macro
	Organisational change as a result of the institutional creation of a specialist Gender Unit within the ACCI	Meso
	Economic (self-)organisation of women through joint scope for action, including through networking (advocacy)	Meso
	Access to business-relevant services, training, funding and markets (access and agency)	Meso/Micro

The first result is the institutional change that resulted from capacity building activities for a specialist Gender Unit within the ACCI. Gender Unit activities prompted an increase in the satisfaction rating of female Chamber members from 57% in 2013 to 76% in 2014 (GIZ/AFG 2014 p. 3). The attractiveness of Chambers (of which membership is voluntary) also rose among companies headed by women. There are, however, no recent figures on the proportion of businesses headed by women among total Chamber membership.

The ACCI management team rapidly assumed ownership of the Gender Unit, and even when German promotion came to an end in 2014, the work of the Unit continued, partly with support from other donors.⁵⁴ For example:

- A series of training courses targeted specifically at women in areas including sales and marketing, accounting, entrepreneurial behaviour and management was organised in the newly created 'business hubs' in Kabul, Herat, Kandahar and Balkh provinces.
- Afghan female entrepreneurs were able to take part in national and international events, including events in Washington DC and London, and in the India International Trade Fair, the Afghan-Iranian Trade Fair and the Expo Tajik.
- A further two-day 'Women in business' conference was organised with support from the European Union, the American Chamber of Commerce in Afghanistan, and a GIZ-IS New Market Development project run by the ACCI Gender Unit in collaboration with the Afghan Women's Business Federation.
- Female entrepreneurs were familiarised with the Peace through Business programme of the US Institute for Economic Empowerment of Women (IEEW). Subsequently, a ten-week business training course was run in Kabul in collaboration with the ACCI. It attracted 24 female entrepreneurs, who went on successfully to draw up a business plan.

⁵⁴ Personal communication from Dr Masood Parwanfar, ACCI coordinator for the Sustainable Economic Development and Employment Promotion (SEDEP) project, June 2015

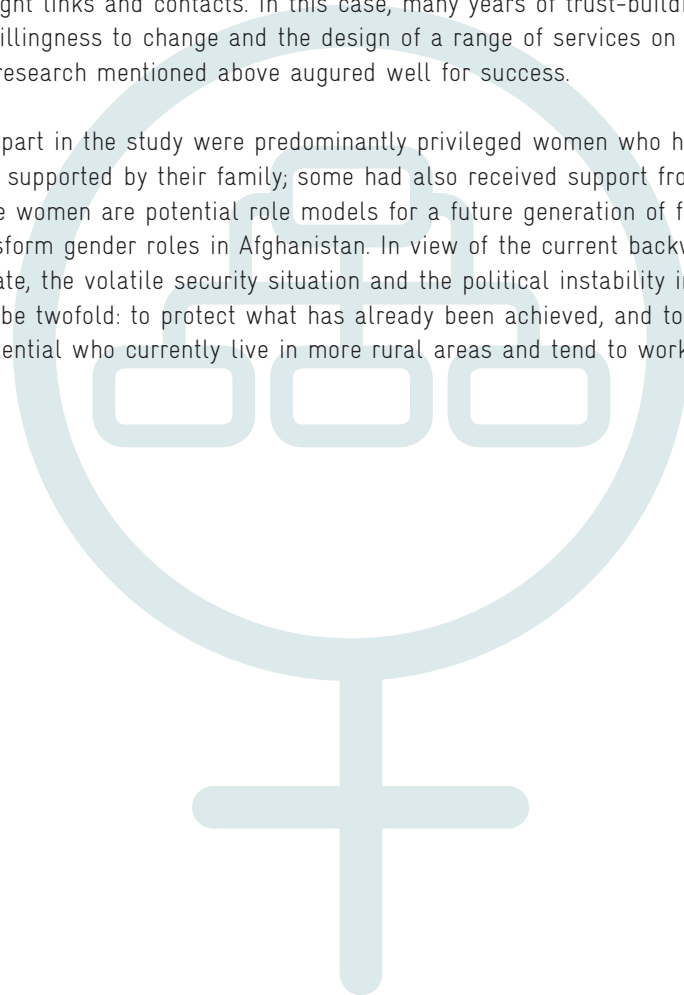
Overall, the Gender Unit has raised the awareness of Chamber managers of gender-related aspects in politics and business. The Chamber represents gender aspects at roundtables and sectoral working groups. As a result of the Sustainable Economic Development and Employment Promotions (SEDEP) project and its plans for a public-private sector dialogue, the Gender Unit will, in future, play an important part in representing the interests of female entrepreneurs.

6.4 LESSONS LEARNED

Although the results targeted by this measure still remain largely at the lowest output level or are still simply activities, there is evidence that things are heading in the right direction. In particular, there has been direct institutional change within the ACCI, which will in future translate directly into (i) structural changes in policy, (ii) scope for joint action by female entrepreneurs themselves (advocacy), and (iii) an expansion of individual scope for action (agency) through access to information and services. One factor that undoubtedly contributed to the success of the measure was that the project operated primarily in northern Afghanistan, where there is considerably greater openness in matters of gender than in the south of the country.

The successful creation of a Gender Unit within the ACCI demonstrates that the issue of gender creates interest even in a strongly traditional Islamic society such as Afghanistan, in particular where the project can draw on the right links and contacts. In this case, many years of trust-building and cooperation with the ACCI and its willingness to change and the design of a range of services on the basis of the gender-differentiated research mentioned above augured well for success.

The women taking part in the study were predominantly privileged women who had already started a business and been supported by their family; some had also received support from international donors. Nevertheless, these women are potential role models for a future generation of female entrepreneurs who could help to transform gender roles in Afghanistan. In view of the current backward-looking cultural and religious climate, the volatile security situation and the political instability in the country, however, the challenge will be twofold: to protect what has already been achieved, and to reach other women with entrepreneurial potential who currently live in more rural areas and tend to work within the family environment.





7.0

Case study:
Labour and social standards
in the garment
and textile industry



7.0 Case study: Labour and social standards in the garment and textile industry

7.1 BACKGROUND/CONTEXT: BANGLADESH

With a population of 159 million and a per capita income of USD 904 (2014 figures), Bangladesh is the most densely populated of the least developed countries (LDCs). 32% of the population lives below the national poverty threshold. It ranks 142nd on the Human Development Index and 115th on the Gender Inequality Index, in both cases out of a total of 187 countries. It has a relatively balanced score of 0.908 on the Gender Development Index (Table 1). Over recent decades, Bangladesh has moved from being a primarily agricultural economy to an industrial and service economy. Between 2011 and 2014, its economy grew by an annual average of around 6.3%. The industrial sector in general and the garment and textile industry in particular was a major factor in this growth, despite the Multifibre Arrangement and subsequent WTO Agreement on Textiles and Clothing that expired in 2004.⁵⁵ In the fiscal year 2014/2015, the garment and textile sector accounted for 80% of the country's earnings from exports and for 20% of its GNP. This makes Bangladesh the world's second largest producer and exporter of clothing after China.

Garment and textile factories tend to be concentrated around the cities of Dhaka and Chittagong. The sector has around 5,000 factories, ranging from formal manufacturing facilities in export areas to small, informal workshops. It employs more than 4 million people, of whom 80% are estimated to be women. Indirectly, the sector thus provides a livelihood for almost 60 million people. However, for many years, the garment and textile industry built its competitiveness on low factor costs for labour and energy and took advantage of lax environmental standards.⁵⁶ Low wages, poor employment protection and occupational health and safety, and a low level of social security were the norm, and serious accidents were common. For example, the fire in the Tazreen Fashion Ltd. factory in 2012 left 120 dead and large numbers injured. In April 2013, more than 1,100 people were killed when the Rana Plaza building in Savar collapsed; more than 1,200 were injured, of whom between 300 and 400 have been left with a permanent disability. Most victims were women. Poor working conditions and frequent industrial accidents have triggered political and (sometimes violent) social protest, which destabilises the country and hampers economic growth.

The employment rate for women in Bangladesh is 57%. The WEF's Economic Participation and Opportunity sub-index shows it ranking 127th out of 142 countries. Working in the garment and textile industry is one of the few opportunities open to women to participate in the formal labour market. Most female employees are from poor and disadvantaged population groups and have little, if any, formal education or vocational training. Many are unaware of their rights and unable to defend themselves against sexual harassment or gender-based discrimination. 30% of the women working in the industry are their family's breadwinner, with the remaining 70% making a major contribution to household income (GIZ Office Dhaka 2012, p.30). Although four in five of all employees in the garment and textile industry are women, middle management is dominated by men.

In the recent past, Bangladesh has brought its labour and social legislation and environmental laws more closely into line with international standards. This was done in close consultation between the government and donors (especially the ILO), international and national civil society organisations, and national employers' associations and trade unions. For example, in 2006, Bangladesh modernised its

⁵⁵ The Multifibre Arrangement (MFA) governed the trade in textiles and clothing and introduced preferential quotas for exports from developing countries to industrialised countries. This success story began when, in the 1980s, South Korean textile manufacturers attempted to circumvent the textile import quotas imposed by industrialised countries by increasingly relocating to Bangladesh. The MFA and subsequent WTO agreement ran from 1974 to 2004.

⁵⁶ Ashan, Quamarul (2005): State of Cotton & Textile Industry in Bangladesh, in: Cotton Bangladesh http://www.manufacturebd.com/images/state_of_cotton_and_textile_industry_in_bangladesh.pdf

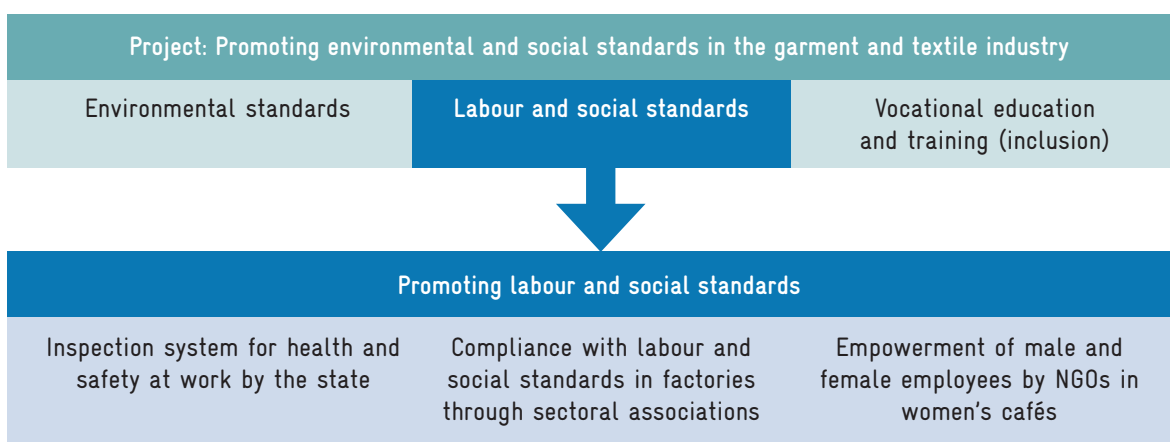
labour legislation⁵⁷, partly to reflect international labour standards. The minimum wage has gradually been increased to the equivalent of EUR 50 per month. In January 2013, the government, employers' associations and the trade unions signed an agreement on improvements in fire safety and employment and workplace conditions. This was followed, in July 2013, by an agreement on building safety. With the support of the ILO, which provided substantial support for this agreement, the three parties drew up the **National Action Plan on Fire Safety and Structural Integrity in the Garment Industry**. This action plan has the technical and financial support of the private sector, including from two international retailers' associations, ACCORD⁵⁸ and ALLIANCE⁵⁹. However, the new regulations have yet to be implemented, leaving the sector a long way from a satisfactory level of employee protection.

7.2 THE APPROACH

German technical cooperation has been supporting the Bangladeshi garment and textile industry since the 1990s. The initial focus was on promoting exports, boosting productivity and quality, product design, and initial and advanced vocational education and training. Since 2000, however, there has been a shift in focus to improving environmental and social standards. The project "Promotion of Social and Environmental Standards in the Industry (PSES)" was launched in November 2009 as the successor to the project "Promoting Private Small and Medium-sized Enterprises (SMEs) following Expiry of the Multi-Fibre Agreement (PROGRESS)", which ran between 2002 and 2009. It is financed by BMZ and the European Union.

The PSES project is currently active in three areas: (1) promoting social standards; (2) promoting environmental standards; and (3) including people with disabilities in vocational education and training (see Figure 15). The project bases its efforts to improve labour and social conditions on a three-pronged strategy: (i) supporting government agencies in their efforts to improve inspection systems for health and safety and employment conditions; (ii) supporting factories in their efforts to comply with labour legislation and social standards; and (iii) empowering workers of both sexes (see Figure 16). Since women make up four out of every five employees in the clothing and textile industry, they benefit particularly from improvements of this kind. As well as health and safety at work and protection for the rights of both male and female employees, the project also targets some specifically female rights and issues, such as maternity rights and sexual harassment. The three intervention strategies are set out below (Figure 16).

Figure 16: Steps in the approach to promoting labour and social standards



⁵⁷ Bangladeshi Labour Law, BLL 2006

⁵⁸ The Accord on Fire and Building Safety in Bangladesh, an association of retailers who operate primarily on the European market. <http://accord.fairfactories.org/ffweb/Web/ManageSuppliers/InspectionReportsEnglish.aspx>

⁵⁹ Alliance for Bangladesh Worker Safety, an association of retailers who operate primarily on the North American market. <http://www.bangladeshworkersafety.org/>

7.2.1 Inspection systems for employment conditions and health and safety at work

In its current format (2015 to 2017), the German project focuses its efforts at the systemic level. Close cooperation with the ILO, which has been running a comprehensive programme to support improvements in working conditions since 2013 as well as coordinating donor aid in the clothing and textile sector, is crucial to the project. One of its aims, for example, is to support the Ministry of Labour and Employment in its role of improving compliance with the regulations on fire safety, building safety, health and safety at work, and employment protection. The project does this at two levels. First, the organisational structure and procedures of the inspection system are being optimised. Second, the skills levels of government labour inspectors are being improved through targeted inservice training. The Department of Inspection for Factories and Establishments (DIFE) within the Ministry of Labour and Employment has the main responsibility for implementing the regulations.⁶⁰ In January 2014, DIFE was upgraded and a further 23 regional offices were set up. In the long term, staff numbers here are to rise to more than 500, of whom up to 380 will be inspectors.

The **National Action Plan on Fire Safety and Structural Integrity in the Garment Industry**, mentioned above, provided for the appointment by the state of around 200 new labour inspectors by the end of 2013 to carry out increased numbers of inspections of the 5,000 or so garment and textile factories in the country. However, by January 2015, only 143 new inspectors had been recruited. 110 of them received four days of inservice training in February and March 2015, supported by the ILO and by the German project.⁶¹

By April 2015, 2,911 of the planned 3,629 factory inspections had been conducted, 893 of them by the DIFE, 1,281 by ACCORD and 737 by ALLIANCE.⁶² For 98 factories and 48 buildings additional investigations were imposed. In some factories and buildings, work was able to resume in parts of the premises or after renovation. 32 factories and 14 other buildings were closed permanently as a result of the inspection programme.

7.2.2 Compliance with labour law and social standards in factories

The project has for many years been working with the two most important sectoral associations, the Bangladesh Garment Manufacturers and Exporters Association (BGMEA)⁶³ and the Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA)⁶⁴ to identify and put in place the main preconditions for compliance with occupational health and safety and labour legislation and standards. Initially, this took the form of binding agreements between the garment and textile industry and the Ministry of Commerce on minimum standards and on heightening companies' awareness of the importance of labour and social standards. The project now makes a major contribution towards developing an effective system within sector associations for auditing and advising factories and for providing training. This involves co-operation with further private and public sector service providers in Bangladesh including, for example, universities that train middle managers in the areas of environmental and social standards.

7.2.3 Women's cafés

The project cooperates with four local non-governmental organisations to empower female employees. These are the Awaj Foundation and Karmojibi Nari in Dhaka and Agrajattra and the Organization for Women's Development in Bangladesh (OWDEB) in Chittagong. With support from the project, these NGOs have set up a total of 45 women's cafés, of which 19 are currently supported by the project. Local NGOs use these cafés to offer training to strengthen employees' rights and to encourage employees to assert their rights actively and constructively and take the initiative in setting up self-help groups and bodies representing female employees.

⁶⁰ <http://www.dife.gov.bd>

⁶¹ <http://www.dife.gov.bd/index.php/en/16-english/news/78-4-day-training-for-newly-joined-labour-inspectors>

⁶² <http://database.dife.gov.bd/> as at 10 August 2015

⁶³ Bangladesh Garment Manufacturers and Exporters Association <http://www.bgmea.com.bd/>

⁶⁴ Bangladesh Knitwear Manufacturers and Exporters Association <http://www.bkmea.com/>

Female employees meet in these women's cafés after work to relax, to enjoy a snack and to share experiences informally with other women. The cafés also provide information on labour legislation, health and safety at work regulations and gender-related issues, sometimes through light-hearted means, such as board games. In the safe space represented by these cafés, women can discuss issues such as gender discrimination and sexual harassment at work and, if necessary, can obtain legal and family advice.

In collaboration with other basic and advanced training measures supported by the project, women are also selected for further training in communication skills and problem solving and in the development of leadership qualities. Promoting women as group leaders or training them for middle management represents an attempt to reduce the problems of sexual harassment and gender-based discrimination in the medium term.

7.3 RESULTS

Like the measure itself, the direct and indirect results can be seen at a range of levels (see Figure 17).

Figure 17: Results of promoting labour and social standards

Approach	Results	Level(s)
Labour and social standards in Bangladesh's garment and textile industry	Structural change at political level as a result of adapting and implementing labour and social legislation	Macro
	Institutional change through capacity development within the labour inspection system	Meso
	Institutional change through skills development within sectoral associations and factories	Meso
	Institutional change through the development of women's cafés (agency)	Meso
	Collective and individual empowerment of employees in relation to employees' rights and their implementation	Meso/Micro
	Adapted skills training and personal development (endowment)	Micro
	Development of self-esteem and self-confidence – individual empowerment	Micro

(i) Structural change

There have already been structural changes at governmental level as a result of the revision of labour and social legislation. The project has been just one of a number of actors working under the leadership of the ILO. Results at this level can, therefore, only partly be attributed to the project.

(ii) Institutional change

The government continues to be responsible for implementing labour legislation and regulations, so the transition to institutional change is fluid. As a result, measures to strengthen the state labour inspection system, which is accountable to the Ministry of Labour, help to secure compliance with the inspection regime. This ultimately improves protection and working conditions for the women and men employed in the garment and textile industry. Because measures in this area were not launched until the ongoing



implementation period, no direct results (outputs or outcomes) can yet be identified. The skills training for 110 new labour inspectors was conducted in February and March 2015 by the ILO and the project has indirectly helped to ensure that checks are being made on the safety of buildings.

Evidence of institutional change can be seen as a result of the long-standing cooperation with sectoral associations. For example, there has been a change of attitude within the two sectoral associations, BGMEA and BKMEA, and their members in relation to compliance with labour and social standards. This was illustrated by a survey in which a majority of the female and male garment and textile industry employees interviewed gave examples of tangible improvements at their workplace (GIZ Office Dhaka, 2013 p.32). The sectoral associations support factories in moving towards compliance with statutory requirements and voluntary standards. The associations charge fees for auditing and for the required training and advisory services. Audits form the basis for certification in line with further international standards, which are increasingly required by purchasers.

The basis of the social compliance audit is a comprehensive checklist of 100 test items based on the key standards set down by national labour legislation and the core labour standards set by the ILO.⁶⁵ A total of 83 questions investigate areas such as child labour, forced labour, discrimination, sexual harassment and abuse, working hours, wages, social benefits, workplace health and safety, sanitary facilities, fire safety, freedom of assembly/the rights of trade unions, maternity protection, and childcare.⁶⁶ Evaluation is based on the number of points awarded. If a factory achieves a score of between 85 and 100 points, it is deemed to comply with the regulations and is classified as an 'A' establishment. If it achieves a score of between 70 and 84, it is classified as a 'B' establishment, while scoring fewer than 70 points results in

⁶⁵ The ILO's core labour standards are regarded as human rights and include the prohibition of (i) child labour, (ii) forced labour and (iii) discrimination at work and in employment. They also include (iv) the right of association – that is, the right to organise collectively as employees or employers and (v) the right to conduct collective bargaining between employer(s) and employee(s): see <http://www.ilo.org/global/standards/introduction-to-international-labour-standards/conventions-and-recommendations/lang--en/index.htm>

⁶⁶ http://www.bkmea.com/social_compliance.html

classification as a 'C' establishment. Audited companies normally receive a series of inspection visits, and if they are classified as 'B' or 'C' establishments, they are advised on how they can improve their compliance with legislation and standards and, where appropriate, how they can be certified in future. Between July 2010 and June 2015, the following activities were conducted and results achieved:⁶⁷

- ▶ BKMEA and BGMEA trained 42 social compliance auditors who made a total of 4,070 audit visits to 1,492 factories.
- ▶ As part of these social compliance audits, 252 factories improved their classification from 'C' to 'B' (that is, scored between 70 and 84 points) and a further 529 improved their classification from 'B' to 'A' (scored between 85 and 100 points). In addition, 353 of these factories now meet the international standards set down by the Worldwide Responsible Accredited Production (WRAP) scheme and/or the Business Social Compliance Initiative (BSCI).
- ▶ 1,710 in-house officers have been trained to ensure compliance with health and safety and social standards within factories; 400 of them are women. A further 1,050 in-house officers, including 184 women, are familiar with the range of voluntary international social standards, such as WRAP, BSCI and SIA 8000.
- ▶ 24,795 middle managers, foremen/forewomen and employees, including 9,227 women, have received training in the areas of labour law and fire protection.

(iii) Results among employees

The individual and collective empowerment of female employees is worthy of particular note. Most of this takes place in the women's cafés, where women have access to information in particular on their rights and duties at the workplace and, where appropriate with the help of a supporter, are then able to assert their rights. The result is that women can campaign alone or collectively for their rights (advocacy). In the ongoing implementation phase, the project is still supporting 19 women's cafés, which attract an average of 200 women a week.

Overall, this measure has:⁶⁸

- ▶ provided more than 200,000 textile workers (of whom around 85% are women) with information on labour law and health and safety at work;
- ▶ provided 20,000 peer experts and group leaders with further training in labour law and health and safety at work;
- ▶ resolved 7,600 industrial disputes through interventions by trained employees and legal support officers.

⁶⁷ Personal communication from Manjur Morshed, Senior Social Compliance Advisor, GIZ, Dhaka, 30 July 2015

⁶⁸ Personal communication from Manjur Morshed, Senior Social Compliance Advisor, GIZ, Dhaka, 30 July 2015

Vocational skills development for female employees, which is also supported by the project, is another key factor in improving agency among this group. As they make a greater contribution to their family's incomes and their self-confidence grows, these women also find they are valued more highly both within their family and in their environment (GIZ Office Dhaka, 2013 p.35). However, this is an over-arching result (impact) that cannot be attributed solely to the project.

With regard to the sustainability of the women's cafés and, in particular, their autonomous funding, the project has supported the development of a range of business concepts. One approach has been the statutory requirement for factories to provide and pay for childcare for their female employees. So far, women's cafés have set up two nurseries. Two computer centres have also been set up, which earn money from the fees paid by users or by running training courses. Trash to Trend is a project for producing and selling fashion items made from remnants of fabric. It is intended that these social business models will continue to fund the women's cafés once support from the project has come to an end.

7.4 LESSONS LEARNED

The challenge facing this project is to boost the international competitiveness of an entire sector while reconciling what are assumed to be the conflicting aims of preserving jobs, ensuring health and safety at work, providing decent working conditions, and securing commercial success. On the basis of long-standing cooperation with the major sectoral associations, a number of specific examples have demonstrated that safety at the workplace and better working conditions go hand in hand with improvements in productivity and quality. Cooperation with non-governmental organisations has proved valuable, particularly in the sensitive area of empowering individual female employees. It should not be forgotten that Bangladesh is a predominantly Islamic society where women face gender-based restrictions. Within the safe space offered by women's cafés, women can build up the confidence to assert their rights.

However, given the tension between concrete economic interests and social and ethical values, no development project can do more than offer support, even where it is partially based on human rights. It cannot, for example, change the parameters of international competition, which – in the garment and textile sector – are defined first and foremost by price. Ultimately, the pressure to comply with fundamental safety provisions and introduce better working conditions will have to come from international purchasers and their customers. These groups are now increasingly campaigning for improved conditions in the factories, which can be attributed to the fact that international fashion brands and discount chains alike have seen a range of campaigns orchestrated by civil society (including the 'Clean Clothes Campaign')⁶⁹, which have been very critical of shortcomings in the factories.

The response of fashion brands and traders has led to a veritable explosion in the number of different quality seals, each of which makes different demands of manufacturers. This is confusing for the manufacturers and also brings with it the additional work and cost involved in the various certification schemes. One set of standards with a single quality seal would be a huge boon not only for producers but also for consumers. However, a quality seal of this kind cannot replace government action, so political dialogue with the government on creating and implementing the statutory and institutional framework for decent and fair working conditions is vitally important.⁷⁰ The Partnership for Sustainable Textiles launched by BMZ is undoubtedly a further major step in this direction.⁷¹

⁶⁹ See also the publications of the Clean Clothes Campaign (CCC).

⁷⁰ See also the vision paper *Good work worldwide*, produced by BMZ and the Federal Ministry of Labour and Social Affairs to mark the G7 meeting in February 2015.

⁷¹ Around 100 representatives of the main employers' associations and unions in the garment and textile sector, international traders and brands, the Confederation of German Trade Unions, and representatives of civil society, German government ministries and international standards organisations have now become members of the Partnership for Sustainable Textiles. The Partnership's aim is to improve the social, economic and environmental conditions across the supply chain in the garment and textile industry. The Partnership sees itself as a platform that enables the stakeholders involved to join forces to evaluate implementation of its objectives, to share experiences and best practice, and to learn from one another. See <https://www.textilbuendnis.com/index.php/en/>



8.0

Case study:
Empowering young
women in the green economy



8.0 Case study: Empowering young women in the green economy

8.1 BACKGROUND/CONTEXT: ALGERIA

Algeria is the largest economy in the Maghreb region, and its private sector is dominated by oil and gas production and export. In 2014, real economic growth was about 3.5%, virtually all of which was accounted for by increases in the international price of crude oil. Around 98% of the country's foreign currency revenues derive from export earnings. However, while the oil and gas sector is very capital intensive, it employs only about 3% of Algeria's workforce. Annual per capita earnings (GDP) amounted to USD 5,671 in 2014. Algeria's economy ranks between the middle and bottom end of the international league tables: the country is currently ranked 79th out of 144 countries in the WEF Global Competitiveness Index, 154th out of 189 countries in the World Bank's Doing Business comparison, and 133rd out of 142 countries in the Global Innovation Index (see Table 1).

Algeria has a population of 38.7 million, making it the most populous country in the Maghreb. It ranks 93rd out of 187 countries on the Human Development Index, and its score on the Gender Development Index is 0.843 (Table 1). More than 45% of the population are below the age of 25, and the rate of youth unemployment is almost 25%, compared with an official unemployment rate across all agegroups of 11% (2014 figures). 11% of male university graduates and almost 34% of female university graduates are unemployed. Around 16% of all women work, a very low percentage. Of around 1,280,000 companies (natural persons) within the country in 2010, only 110,000 (8.6%) were registered to a woman. A further 4,500 women are managing directors of a business. The roles of women and men are determined by a patriarchal social order that is based on religious and traditional values. Gender roles in some regions in the country are also influenced by tribal structures. Algeria ranked 126th out of 142 countries on the WEF Gender Gap Index in 2014 and 136th out of 142 on the Economic Participation and Opportunity sub-index (see Table 1). Its ranking on the UNDP Gender Inequality Index was 81 out of 187 countries (UNDP 2014).

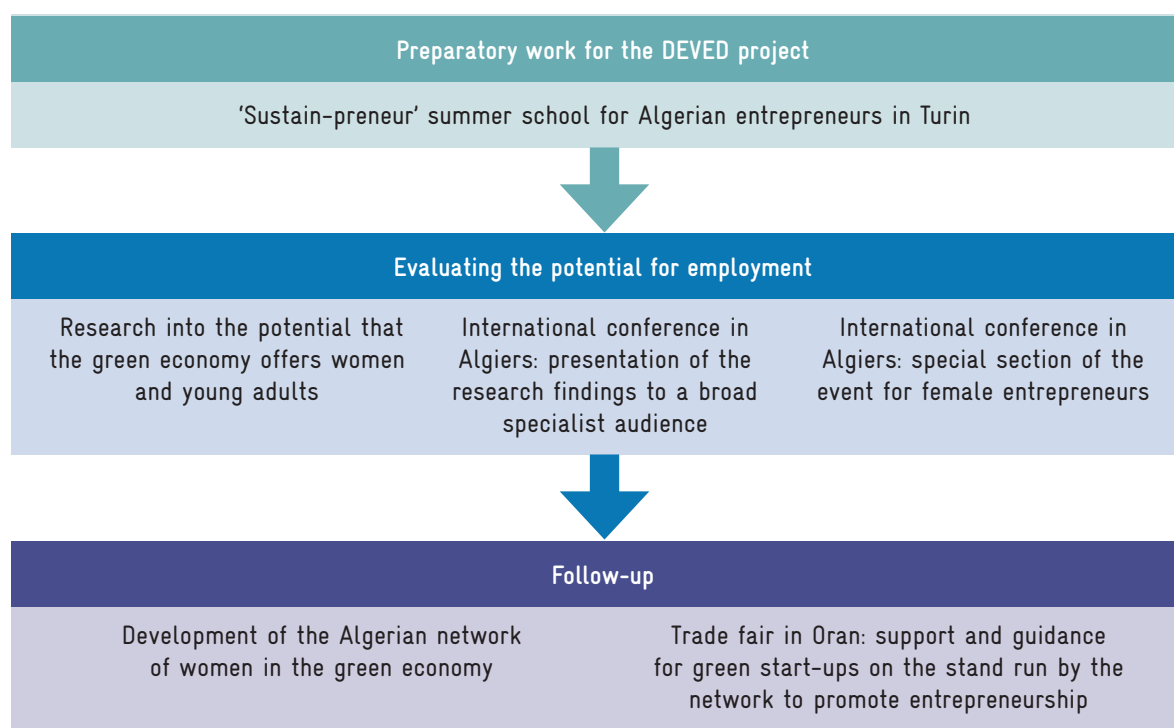
The demands for reform across the Arab world in the spring of 2011 saw strikes and demonstrations in Algeria, as in other countries. Alongside political demands, protesters were unhappy with price increases for cereals, especially wheat, sugar and cooking oil. The Algerian Government undertook a number of political reforms, including measures to make it easier for new political parties to register, and fixed the cost of basic foodstuffs, which temporarily took the heat out of the protest movement.

In February 2014, Algeria renewed its National Pact for Growth between representatives of the Government, employers' associations and trade unions. The government's declared aims are to diversify the country's economy by promoting the private sector, and to create growth and employment in the non-oil sector. This will require fundamental structural reform and measures to promote innovation and business start-ups. As a result of economic and demographic growth and of climate change, Algeria's natural resources are also increasingly coming under pressure, especially in the north, where 68% of the population live on just 20% of the country's surface area. Against the backdrop of the 2012 United Nations Conference on Sustainable Development (the 'Rio+20' conference), Algeria has also been positioning itself in the area of the green economy. As part of its programme to promote the private sector, growth and employment, it has made wide-ranging resources available to promote the green economy, creating opportunities and potential for innovation and employment-oriented approaches.

8.2 THE APPROACH: PILOT PROJECT TO PROMOTE YOUNG WOMEN IN THE GREEN ECONOMY

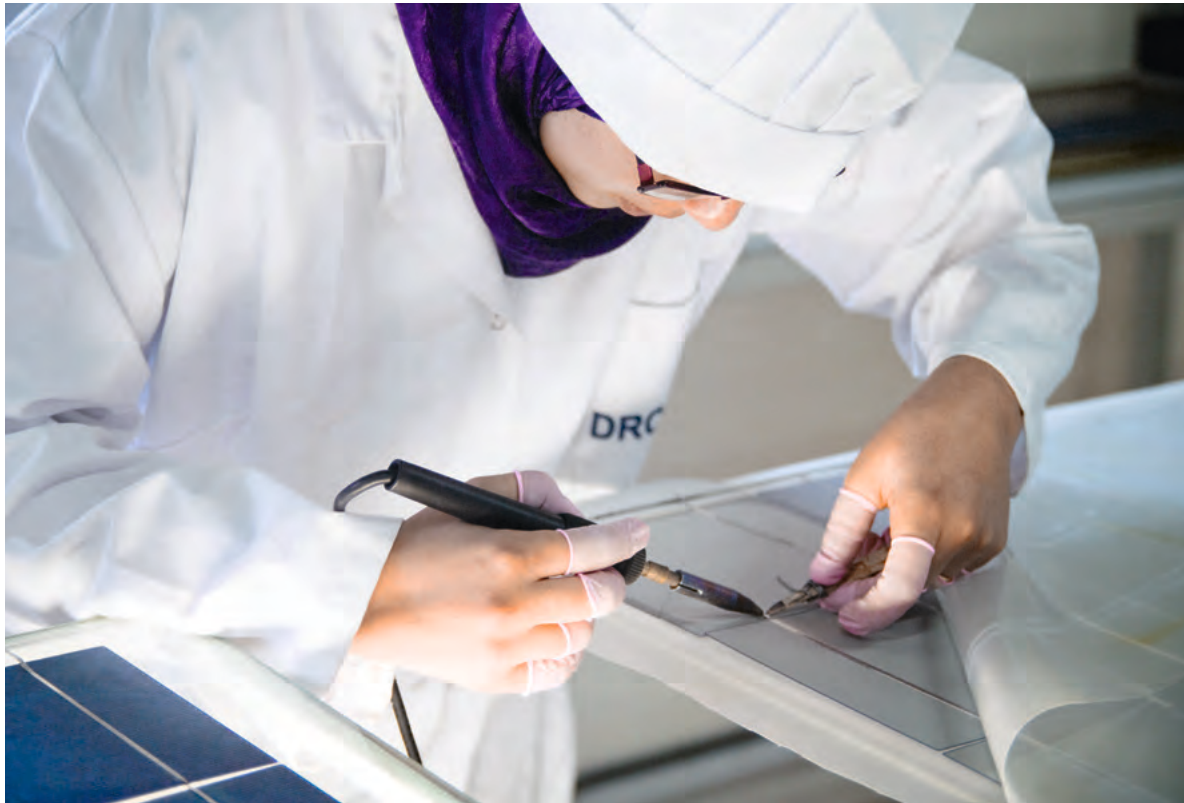
For many years, German technical cooperation in Algeria has been implementing measures in the area of sustainable economic growth and employment promotion. The project "Développement Economique Durable (DEVED) (Sustainable economic development)", which ran between June 2010 and April 2014, and its successor project since January 2013 "Sustainable Innovation and Employment" are relevant for this case study. The two projects have covered a range of aspects, including (i) structural economic reforms, (ii) development of a national system for promoting micro, small and medium-sized enterprises (MSME) and business start-ups, (iii) promotion of innovation and clusters, (iv) local economic development, (v) improvement of financial services and (vi) employment promotion, especially targeted at young adults. These measures have generated an innovative approach to promoting women and young adults in the green economy, as described below.

Figure 18: Steps in the 'Women in the green economy' approach



In 2011, the DEVED project launched, as an accompanying measure, two individual projects funded by the Study and Expert Fund: (i) a pilot project to promote young women in the green economy and (ii) measures to promote the green economy in the *wilaya* (province) of Tipaza.⁷² Both sets of measures were designed as pilot projects and aimed at improving the conditions for women's and young adults' involvement in innovative occupations and business start-ups in Algeria's environment and energy sector. Against the backdrop of the high unemployment rate for both male and female university graduates in the country, particular attention was paid to potential start-ups in the higher education and research area. In methodological terms, the pilot measures were based on (i) analysis of the potential for creating employment, (ii) awareness raising and provision of information to a wide-ranging specialist audience through conferences, (iii) knowledge transfer through study trips, partnerships and similar measures and (iv) networking of key stakeholders, i.e. educational and research institutions, government ministries, regional authorities and bodies that promote SMEs.

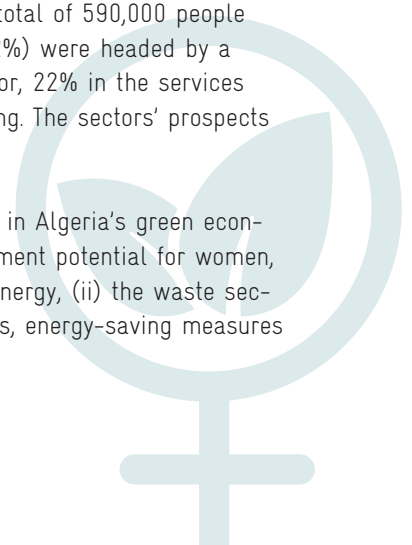
⁷² The first measure ran for one year and two months and the second for one year and six months. Both were pilot measures and were financed by the Study and Expert Fund.



Moreover, the pilot projects were able to draw on the previous work and parallel activities of the DEVED technical cooperation project, including the development of innovative concepts in the green economy. For example, in 2011, a 'Sustain-preneur' summer school for Algerian entrepreneurs was held in Turin and addressed the following areas: (i) sustainable entrepreneurship, (ii) sustainability in companies, including ISO 26000 and (iii) companies' practical experiences of sustainable business practices. Participants in the summer school had already set up the 'Entrepreneuriat durable Algérie' (Sustainable entrepreneurship in Algeria) network and created a web portal for it.

A steering group comprising representatives of the public and private sectors provided specialist and strategic support for the pilot projects. With the support of the steering group, the first pilot project started with a study on the "Promotion of young population groups and women in the green economy (DEVED 2012a)". This initially addressed the following questions: Which sectors within the green economy offer the greatest employment potential in Algeria and which sectors best lend themselves to job creation for women? As a baseline, the study assumed that in 2011 around 290,000 companies employing a total of 590,000 people were operating in selected relevant sectors. Almost 15,000 of these companies (5.2%) were headed by a woman. 51% of the companies headed by women operated in the construction sector, 22% in the services sector, 25% in the area of parks and green spaces, 1% in waste and 1% in recycling. The sectors' prospects for growth and employment are still held to be good.

A further study on "Promoting employment and entrepreneurial activities by women in Algeria's green economy" followed (DEVED 2012b). This study showed that there is substantial development potential for women, as well as men, in the following sectors: (i) renewable energy, in particular solar energy, (ii) the waste sector, (iii) construction, and (iv) environment-related services (for example, eco-audits, energy-saving measures or environmental education).



In March 2012, the issue of promoting entrepreneurship and employability of young people and women in the green economy was discussed with a broad specialist audience.⁷³ The main focus was on:

- (i) the potential of the green economy in Algeria for development and possibilities to promote this;
- (ii) the potential for employment and entrepreneurship for women and young adults offered by the green economy;
- (iii) women's prospects on the labour market in the green economy.

The scope for promoting female entrepreneurs in Algeria's environmental and energy sectors was explored in a separate part of the event, which highlighted the specific statutory, legal and sociocultural barriers facing female entrepreneurs. Participants worked on devising constructive approaches to overcoming these barriers. The conference successfully raised the awareness of a broad specialist audience, providing them with information about the opportunities offered by socially and environmentally sustainable ways of doing business.⁷⁴

In 2012, the Algerian Network of Women in the Green Economy (AFEV) was set up.⁷⁵ It brings together around 15 women in senior positions in the environmental sector and in the green economy in both state and private sector organisations of different kinds and female entrepreneurs who run their own companies in the green economy.⁷⁶ AFEV's aims are:

- (i) to improve the recognition and status of green female entrepreneurs in Algeria,
- (ii) to develop the innovative capacity and skills of its members,
- (iii) to support cooperation and exchange between businesses, and
- (iv) to encourage women and young adults to set up new businesses in the green economy.

The network has also built partnerships with state institutions designed to promote business start-ups and with funding institutions and 'business incubators'. In December 2014, with support from Canada, AFEV organised an international event on waste management. The network is currently continuing its work with assistance from the US Middle East Partnership Initiative (MEPI)⁷⁷. In May 2015, in conjunction with the Ministry of Physical Planning, Environment and Tourism and MEPI, AFEV launched a programme to train young green entrepreneurs of both sexes. The aim is to train 75 young male and female university and college graduates and to support them as they start a business in the green economy. The initiative makes use of trainers who have already received initial and advanced training in green business management from German technical cooperation projects.

At a trade fair in Oran in October 2012 which focused on the environment and renewable energy, the TC programme presented both studies to a specialist audience at the parallel [EnviroAlgérie meets ERA](#) conference. At the trade fair, the Network Promoting Support for Entrepreneurship⁷⁸ was available to support and assist potential green business start-ups at a dedicated stand. A manual developed by the TC project also provides valuable orientation for young entrepreneurs;⁷⁹ it provides a detailed description of the instruments and funding mechanisms created by Algerian institutions for innovative, social and environmentally sustainable businesses.

⁷³ 'Promotion de l'entrepreneuriat et de l'employabilité des jeunes et des femmes dans l'économie verte en Algérie' (Promoting entrepreneurship and employability of young people and women in the green economy in Algeria), a conference held in Algiers on 27 and 28 March 2012.

⁷⁴ A total of 200 representatives from Algerian, Tunisian, Moroccan and German government ministries and specialist institutions, universities and research institutions, professional associations, employers' organisations, Chambers of Commerce and Industry, and other organisations – including representatives of the Cologne Chamber of Trade and the Chamber of Commerce and Industry of Berlin – took part, along with young male and female entrepreneurs.

⁷⁵ The 'Réseau Algérien des Femmes en Economie Verte' (RAFEV) (Algerian Network of Women in the Green Economy) was reconstituted in June 2014 and now calls itself the 'Association des Femmes en Economie Verte' (AFEV) (Association of Women in the Green Economy).

⁷⁶ Representatives of the network also took part in the study trip to Berlin in August 2012. It aimed to foster an exchange of experience and cooperation in the green economy. There was a focus on the role of environmental advisory agencies and start-up advice facilities, vocational training and experience in promoting and involving young women in occupations in the environmental and energy sectors.

⁷⁷ <http://mepi.state.gov/>

⁷⁸ 'Réseau d'appui à la promotion de l'entrepreneuriat' (RESAPE) (Network Supporting Promotion of Entrepreneurship)

⁷⁹ Guide des dispositifs d'appui à l'entrepreneuriat vert, DEVED 2012

8.3 RESULTS

For a country like Algeria, which is currently undergoing a multi-layered process of social, economic, political and environmental transformation, the green economy offers employment opportunities and innovation (cf. Hagen/Wilms 2012). Because the measures are pilot measures, the only direct results that may be attributed to them are at a low level and relate to specific activities.

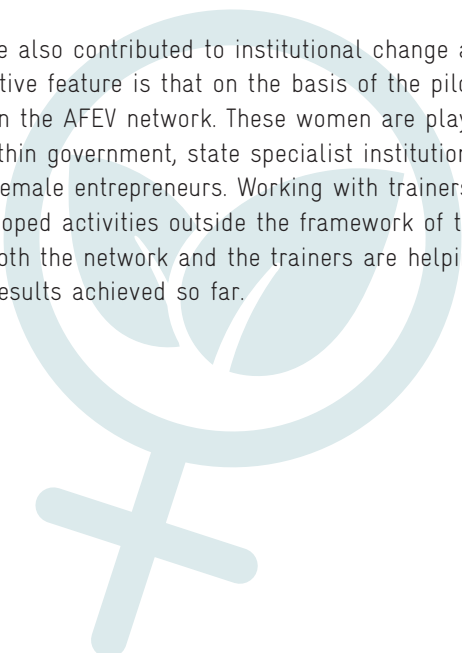
Figure 19: Results for 'Women in the green economy'

Approach	Results	Level(s)
Innovation: promoting women in Algeria's green economy	Expanding economic participation by women in a new area of activity or occupational area that is not yet associated with rigid gender role models (changing role models)	Meta
	Developing a network of female experts in a specialist field (advocacy) Expanding the individual scope for action, for example through access to information, services and funding (agency)	Meso
	Creation of new role models by successful female entrepreneurs and experts	Micro

The studies and conferences have clearly demonstrated that the green economy in Algeria offers potential for employment and business start-ups, especially for women and young adults. Female entrepreneurs have been identified who are already active in this sector and who could serve as role models for young women in particular.

The pilot measures also highlighted new occupational areas and roles, such as eco-auditing, solar and environmental measuring technologies, advisory services on building energy, transport and mobility, and waste management. Since these new occupational profiles have not yet been associated with rigid gender-based identities, they offer new opportunities for both women and men.

The measures have also contributed to institutional change and, in particular, to collective processes (advocacy). A positive feature is that on the basis of the pilot measures, a group of women has become actively involved in the AFEV network. These women are playing a constructive part in developing the green economy within government, state specialist institutions and research and education as well as in their capacity as female entrepreneurs. Working with trainers trained by the German side, the network has also already developed activities outside the framework of the ongoing technical cooperation measure. This means that both the network and the trainers are helping ensure a broad impact and the sustainable anchoring of the results achieved so far.



8.4 LESSONS LEARNED

Women are generally extremely open to concepts of sustainable development and the green economy, partly because they have responsibilities to care for the next generation – their children (Rosenberg 2009). Given the right training, they are able to benefit particularly from the opportunities offered by the green economy: the green economy is generating a large number of new occupations and occupation fields that have not yet become rigidly associated with a particular gender. This is particularly important in a society in which women remain subject to restrictive norms and traditions that limit their employment choices.

Integrating women in the environmental sector as skilled workers and entrepreneurs can be a major factor in securing structural change in the private sector. It is also important to show young women – many of whom are very well trained – what employment prospects are open to them. For the reasons set out above, the move into employment, let alone setting up a business, is often very difficult for them. Yet, given their high skills levels, this is a waste of human resources and talents that could otherwise be used to boost the country's economy. Pointing to new professional options open to them, might help increase the number of women in the workforce, and in the longer term, can help to overcome gender-based segregation on the labour market.

However, it is also evident that women and young adults require specific coaching, closer links with vocational education and training centres, and an intensive exchange of experience in specific areas before they can start their own businesses in the green economy. The networks and initiatives that have been created are first steps in this direction.

This example demonstrates that fixed-term supporting measures can provide vital impetus for women's involvement in the economy as part of ongoing technical cooperation measures. Although the current technical cooperation project "Sustainable Innovation and Employment" does not cooperate directly with the network, there are crossovers, such as shared use of a pool of CEFE trainers. The project itself concerns itself with gender themes and is aiming at having women make up 50% of the participants in the newly created EcoVentureHub in Algiers, a business start-up and innovation centre.





9.0

Case study:
Managing gender
diversity within companies



9.0 Case study: Managing gender diversity within companies

For background and context to the MENA region, see Section 3.1

9.1 THE APPROACH: WOMEN- AND FAMILY-FRIENDLY EMPLOYMENT POLICIES IN COMPANIES

As mentioned above, the EconoWin regional project had the mandate to develop, test and document pilot measures to integrate women into the private sector. With its advisory services on implementing gender-sensitive business and employment policies, this project was genuinely ground-breaking. Firstly, it sought to use research studies and roundtables to reach a specialist audience with issues related to women-friendly employment policy, thus helping to implement the policy. In view of the political crisis across the region, however, there were no opportunities in two of the project countries to make reliable contact with the government, so those involved in the project began directly advising the private sector on issues of gender-sensitive business policy. However, it rapidly emerged that advising companies alone was not enough, given the morally conservative environment in which businesses operate. Companies needed considerably more support in implementing concrete projects to promote women: the private sector tends to overlook applications from women despite their having appropriate skills, as employers are concerned that women will be absent from work more frequently or may resign to devote themselves to family responsibilities. Yet many companies also find it difficult to fill vacancies. Many jobs are not socially sustainable and are unattractive to women, meaning that the private sector is largely unable to tap into the potential represented by female employees.

For this reason, the EconoWin regional project worked with international business advisors to develop an approach to women- and family-friendly employment policy within companies.⁸⁰ In 2013, EconoWin launched a company gender diversity management concept that was unprecedented in German technical cooperation's private sector development activities.⁸¹ From January 2015, this was transferred to a stand-alone three-year regional project entitled "Promotion of Employment among Young Women in selected enterprises through Gender Diversity Management", which is financed by the BMZ Special Initiative "Stabilisation and Development in the Middle East and North Africa". Implementation of this innovative approach to private sector development is still in its infancy, but the concept and initial experiences of implementation are presented here, since the concept may well point the way forward in gender-sensitive business practices and, probably also in ensuring the appropriate involvement of other disadvantaged groups.

9.1.1 The concept of gender diversity management

Gender diversity management (GDM) in business is a sub-category of diversity management, which has emerged over recent decades in the USA and Europe as a response to an increasingly diversified workforce and is designed to include people with differing cultural and ethnic backgrounds, religions and worldviews, those with disabilities, women, and different age groups. The approach to promoting employee diversity in companies is based on the assumption that a diverse and well integrated workforce helps a company gain greater acceptance, both within and outside the company, as well as boosting economic performance and improving connections with its customers.

⁸⁰ The project "Gender Diversity Management" of the Federal Initiative on Equality of Women in the Private Sector (2009-2012) run by the Federal Ministry of Labour and Social Affairs and the EU Commission (Directorate-General for Justice and Consumers) and the project "Equality Pays Off" (2011-2013) served as a reference project.

⁸¹ See Holzberg et al. 2013, EconoWin 2013.



Gender diversity management is now an internationally recognised tool for implementing women- and family-friendly employment policies within companies. Research demonstrates that companies with a good gender balance are more successful economically and socially.⁸² Managed diversity creates a good working atmosphere and boosts creativity within the company, reducing staff turnover and ensuring greater customer orientation in product and market development.⁸³ The gender diversity management approach organises key company processes in a gender-sensitive way, including (i) equal treatment of women and men in recruitment processes, (ii) equal treatment in working processes and in pay, (iii) equal and decent working conditions, (iv) a family-friendly working environment and (v) equal career opportunities for women and men in the company. A conscious rebalancing of inequalities occurs, among other things, as the result of the active promotion of women in recruitment, through continuing training provision and career development planning, and as a result of support services, such as the introduction of nurseries and flexible working hours. Supporting measures also involve male colleagues and the family environment.

9.1.2 Steps towards implementation

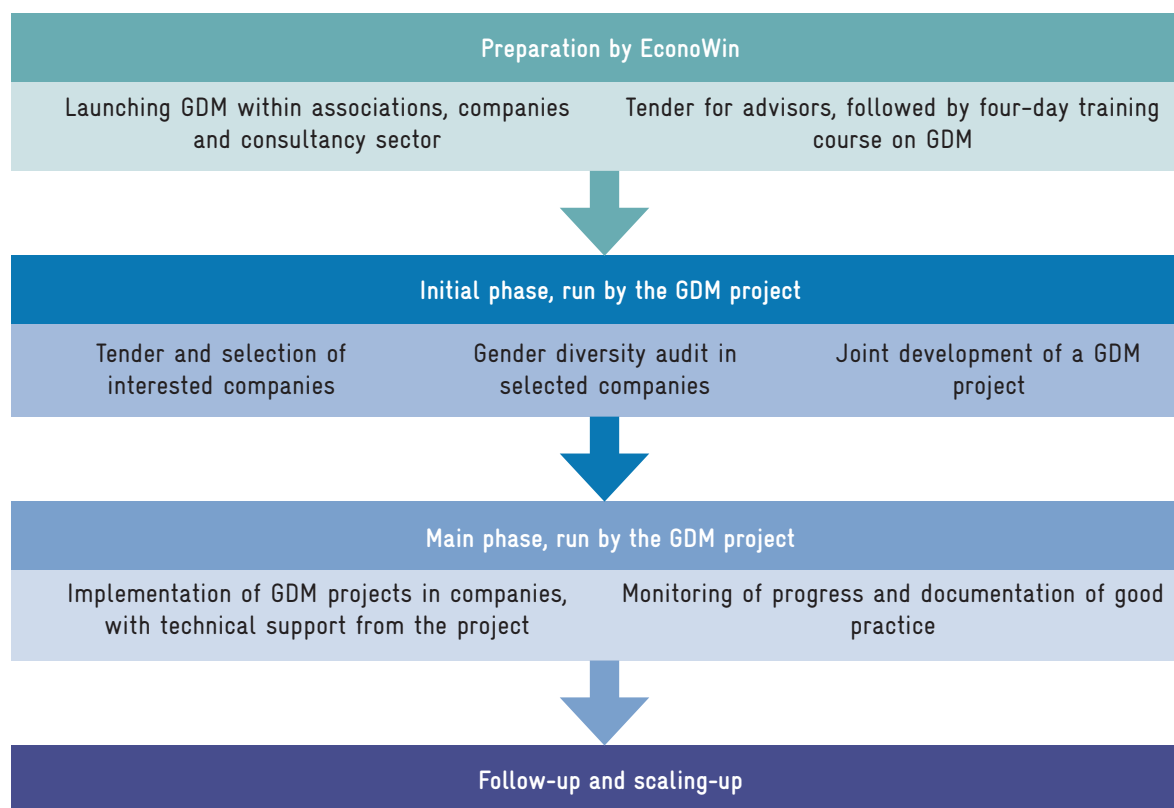
The aim of the project is to improve the number of women employed in private companies in the four partner countries (Egypt, Jordan, Morocco and Tunisia) and to enhance their employment prospects. The gender diversity management approach in companies was adapted to the conditions prevailing in the MENA region.⁸⁴ The approach is implemented in three areas of intervention: (i) exemplary development and implementation of gender diversity management in selected private companies (micro level), (ii) strengthening of associations as gender diversity management multipliers in the private sector (meso level) and (iii) dialogue on gender diversity management (macro level). Figure 20 below outlines the first steps towards implementation.

⁸² Booz & Company 2012; McKinsey 2007; Chanavat/Ramsden 2013.

⁸³ In view of the shortage of talented workers, many European companies now recognise the economic benefits of a gender-diversified workforce and are actively managing gender diversity. This boosts the number of female employees in companies and helps to ensure that women's economic potential is being used. See also EU 2010 and EU 2009.

⁸⁴ Holzberg et al. 2013 and EconoWin 2013

Figure 20: Steps in the gender diversity management (GDM) approach



In 2013, the approach was launched with four evening events 'business soirées' in the four countries for representatives of private companies, business associations and the political arena. These were followed by information events for the local consultancy sector and four more events for interested companies.

A tender for advisors led to 88 expressions of interest, with 29 individuals being selected for further training in the form of a four-day course on gender diversity management. Before the end of 2014, there was a tender in the four countries for companies with an interest in implementing the gender diversity management approach.⁸⁵ Companies were able to express an interest in the following areas: (i) recruitment, with a view to appointing more women, (ii) integrating women through appropriate working conditions and retaining them in the company, and (iii) career development for women, including promotion to managerial level.

A total of 20 companies took part in the tendering process. Technical committees, comprising representatives of the private sector, civil society and politics, selected seven of them (see Figure 21).⁸⁶ These companies employed a total of around 15,000 people, of whom around 6,000 were women. They were mostly large national or multinational companies that were seeking to implement gender diversity management and to specifically improve employment opportunities for women. Further tenders to select a total of 20 companies are planned in 2016/17.

⁸⁵ <http://econowin.org/competition/>

⁸⁶ Eight companies were originally selected, but the Egyptian Ministry for Solidarity barred one company from working with a foreign organisation.

The first stage was to sign a preliminary agreement with the companies on cooperation with the project. Company projects began with a gender diversity audit, which provides the baseline data both for development of action plans and for monitoring individual GDM projects. Gender diversity audits are currently [mid to late 2015] being conducted in the selected companies. On this basis, appropriate action plans and budgets are being jointly drawn up. Co-operation with the companies will take the form of integrated development partnerships. The action plans and budgets form the core of the implementation agreements, but the agreements also set out the obligations and the human resources, organisational and structural inputs to be provided by the partners (companies, project, and other stakeholders).⁸⁷ The partner companies take responsibility for implementing their projects from the outset. The project is represented on the steering committee and contributes its expertise to support project managers and product quality, but it is not responsible for implementation: ownership lies with the companies concerned.

Figure 21: Overview of selected GDM project ideas

Country	Company	GDM project ideas
Egypt	Vodafone: mobile telephony provider	Family-friendly working conditions
Jordan	Umniah Mobile Company: mobile telephony provider	Family-friendly working conditions, including flexible working hours
	Dar Al-Omran: a company offering planning, architectural and engineering services	Flexible working hours for female employees bringing up children
Morocco	BMCI Group: part of the BNP Paribas group of banks	Female-friendly promotion policy
	Folly Fashion (Marwa): clothing manufacturer	Female- and family-friendly working conditions in the factory
Tunisia	Vermeg Group: software service provider	Family-friendly working conditions (work-life balance), including childcare for infants and young children
	Amen Bank	Women-friendly recruitment policy

Source: EconoWin Newsletter, March 2015, pp. 4–5, Factsheet: Nordafrika / Nahost: Beschäftigung junger Frauen, BMZ/GIZ August 2015

A team comprising one trained national advisor and one international advisor supports the selected companies in further developing and implementing their GDM project. Using targeted inservice training measures, advice and coaching, employees and managers are supported in implementing their GDM projects. The skills of the national advisors are developed 'on the job' and through coaching by the international experts, creating a pool of national experts who, at a later stage, can themselves advise interested companies on a range of gender diversity management measures and support them in their own projects of this sort, working either independently or in collaboration with the pertinent business associations.

⁸⁷ Under the integrated development partnership agreements, Vodafone Egypt receives no funding from German technical cooperation and covers itself the full cost of implementing the action plan. In the case of the other, smaller, companies, the project covers up to 40% of the budget for the action plan, to a maximum of EUR 35,000. In all companies, the project provides the gender diversity audit, which serves both as a baseline for monitoring the project and as the basis for developing the action plans.

The project documents the experience gained during this pilot implementation of gender diversity management measures clearly and transparently with the aim of writing up at least four GDM projects (one per country) in the form of best practices and publishing them, along with general recommendations, in cooperation with the partner associations.

Recruiting private sector associations as GDM multipliers is another important area of intervention that is only now getting off the ground. Interested partner organisations include the Federation of Egyptian Industries in Egypt, the Young Entrepreneurs Association in Jordan, the Association Nationale des Gestionnaires et Formateurs des Ressources Humaines (National Association of Human Resource Managers and Trainers) in Morocco, and the Arab Institute of Business Leaders (IACE) in Tunisia. A wide range of information and professional development events and joint campaigns can be used to familiarise these employers', business and sectoral associations with the subject area, with the aim of rapidly disseminating the GDM approach by encouraging these associations to lobby for gender diversity management and equal opportunities at the workplace as well as providing pertinent advisory services themselves, or recommending experts in this area. The project is, therefore, familiarising specialists and managers working for the associations with the examples of best practice alluded to above.


The intervention area represented by national dialogue and regional knowledge transfer on gender diversity management is also still in its infancy. There are plans for national and regional events with the key actors and representatives from the private sector, civil society and politics with the aim of focusing on the macroeconomic, social, political and cultural challenges to achieving gender equality in companies and devising possible solutions. Knowledge sharing will be supported by a website or by linking the websites of the various partners. Companies putting gender diversity management into practice in Germany (such as Daimler, Bosch and Henkel) and in the MENA region (including Microsoft and Unilever) are being invited and encouraged to take on the role of project mentors. Regional knowledge sharing is designed to strengthen local actors in their initiatives to promote women and gender equality at the workplace.

9.2 RESULTS

The project is in the early stages of implementation, so evidence of results cannot yet be presented. Figure 22 below outlines the initial findings and intended results.

Figure 22: Expected results of the GDM approach

Approach	Expected results	Level(s)
Innovations: Gender diversity management in companies in the MENA region	Institutional change within the company as a result of women- and family-friendly employment and HR policy	Meso
	Individual empowerment of female employees as a result of measures: <ul style="list-style-type: none"> • to boost recruitment of women • to put in place women- and family-friendly working conditions • to promote women's careers 	Micro



Key findings from work performed to date indicate that companies in the MENA region that are interested in gender diversity management are predominantly international and large national companies. They have an interest in this area for three reasons. Firstly, these companies genuinely wish to achieve equal employment opportunities. Secondly, they have an economic interest in improving their performance and boosting their competitiveness. Finally, they see a way of reducing the opportunity cost that arises when, for example, women leave the company, frequently when they get married or have children.

The project is geared to dismantling, in the medium and long term, the discriminatory gender stereotypes and norms that restrict women's opportunities on the labour market and in economic life. This will improve women's employment prospects and opportunities in selected companies in the four countries (Egypt, Jordan, Morocco and Tunisia). In some cases, it is also enhancing employment standards. Because the project serves as a model, the results will initially be seen only in the selected companies. Broad impact can be achieved only in the medium and long term, through scaling-up, extension of the gender diversity management approach to further companies, and involving national associations and advisors as multipliers. The mandate of the project is explicitly to develop, test and document women- and family-friendly company policies in the region on a pilot basis.

9.3 LESSONS LEARNED

This is the first time that gender diversity management has been used in German technical cooperation's private sector development activities. This is, therefore, an exemplary use of gender diversity management to implement an economic and employment policy that promotes and empowers women in private sector companies. However, in view of the small number of companies involved, the approach will initially have a limited impact. The challenge will be to institutionalise the approach within business and sectoral associations and, where possible, incorporate it in national employment strategies. The approach must also be adapted to make it interesting for smaller national companies in developing countries, and to ensure that it can realistically be implemented by these companies.

In future, the approach may also help other German development cooperation projects to implement more gender-equitable economic and employment policies. In general terms, diversity management can be extended to other disadvantaged groups, including persons with disabilities and those who suffer discrimination because of their ethnic background, caste or religion. It is, therefore, an approach that is in line with calls for inclusive economic development.





10.0

Summary



10.0 Summary

10.1 OVERVIEW OF THE CASE STUDIES

The interventions encompassed by the seven case studies operate across eight countries and cover a wide range of development policy approaches and measures to achieve women's economic empowerment through German technical cooperation. Our main concern has been to present the range of current approaches and the different levels of intervention (the meta, macro, meso and micro levels). However, we make no claim to have presented all approaches or all geographical regions in which approaches are being implemented.⁸⁸ Our key concern was that the case studies selected had universal application – that, with appropriate adjustments, they could be transferred to another country and a different context. In figure 23 below, we give an overview of the selected examples, laying out both the direct and indirect results (in bold and normal type respectively) and the levels.

Figure 23: Case studies and their results

Approach	Results	Level(s)
Film and media campaign on women and employment (ANA HUNNA) in the MENA region	Discussion of gender stereotypes Changing the perception of working women	Meta
Policy advice on gender mainstreaming in the Philippines Government's MSME development plan	Structural change – sectoral policy	Macro
	Institutional change in the organisational procedures and in downstream agencies as a result of gender mainstreaming	
	Use of the 'Gender and development' budget	Meso
	Introduction of gender-sensitive standard instruments – gender-sensitive analysis and promotion of value chains	Meso
	Access to company-relevant services and training (access and agency)	Meso/Micro
Participatory and gender-sensitive analysis and promotion of value chains in the MENA region	Institutional change as a result of the introduction of a new instrument for promotion	Meso
	Creation of cooperatives and producer groups/value chain organisation (advocacy)	Meso/Micro
	Access to information, technologies, business contacts, further training, services and markets (access and agency)	Meso/Micro
	Improved knowledge (endowment)	Micro
	Self-esteem and self-confidence – individual changes	Micro
Creation of a Gender Unit in the Afghanistan Chamber of Commerce and Industries (ACCI)	Shaping the framework	Macro
	Institutional change as a result of the organisational development of a specialist Gender Unit within the ACCI	Meso
	Economic (self-) organisation of women through shared action, including networking (advocacy)	Meso
	Access to company-relevant services, training, financing and markets (access and agency)	Meso/Micro

⁸⁸ Two publications are of interest here: *Förderung von Frauenbeschäftigung in der Entwicklungszusammenarbeit*, GIZ 2015a and *Promoting equal participation in sustainable economic development*, GIZ, 2015b

Approach	Results	Level(s)
Labour and social standards in the Bangladeshi garment and textile industry	Structural change at political level as a result of the adaptation and implementation of labour and social legislation	Macro
	Institutional change as a result of building capacity within the labour inspection system	Meso
	Institutional change as a result of skills development within sectoral associations and factories	Meso
	Institutional change as the result of the creation of women's cafés (agency)	Meso
	Collective and individual empowerment of employees through information about employee rights and their implementation	Meso/Micro
	Adapted skills development and personal development (endowment)	Micro
	Developing self-esteem and self-confidence – individual empowerment	Micro
Innovation: Promoting women in Algeria's green economy	Expanding the economic participation of women in a new occupational area or occupational role that has not yet been associated with rigid gender roles (changing role models)	Meta
	Creating a network of skilled women within the occupational field (advocacy)	
	Expanding individual scope and opportunities, including through access to information, services and funding (agency)	Meso
	New role models created by successful female entrepreneurs and specialists	Micro
Innovation: Gender diversity management in companies in the MENA region	Institutional change in companies as a result of women- and family-friendly employment and human resources policy	Meso
	Individual empowerment of female employees through measures: <ul style="list-style-type: none"> • To recruit more women • To put in place women- and/or family-friendly working conditions • To develop women's careers 	Micro

One of the greatest challenges in closing the gender gap is social change in the area of gender roles. There is a close link between gender-specific role assignment and norms and the opportunities open to women to participate in economic life. Such participation requires greater social equality and changes to gender stereotypes.

The case study of the ANA HUNNA **film and media campaign** in the MENA region demonstrates how short films about women and employment can stimulate public debate about the status and role of women, even within a difficult environment where progressive and traditional conservative groups vie for influence. This media campaign is an example of how to stimulate social debate about, and changes in, gender stereotypes in the employment context. The results of a measure of this kind will only be seen in the medium and long term, as reflected in social change (meta level). A campaign of this type can only influence the economic empowerment of individual women through complex mechanisms.

Policy advice can create considerable leverage for gender equality. This kind of **policy advice was provided to the Government of the Philippines on gender mainstreaming** within the [Micro, Small, and Medium Enterprise \[MSME\] Development Plan for 2011 to 2016](#). The assignment of a short-term advisor enabled the project to influence top-level policy making. The structural changes that this set in motion (macro level) had effects that enabled the measure to reach disproportionately more women than many other measures. However, it also became evident that intervention is always required at a range of levels if political will for change is to be translated into concrete actions. In this context, long-standing experience and many years of work in the Philippines could be adapted and used in the developing, testing and evaluation of MSME promotion approaches. Policy advisory services thus helped to ensure that all the existing components worked together to form a whole – a coherent, gender-sensitive MSME strategy. Here, too, the economic empowerment of individual women took place only as a result of a chain of complex mechanisms, although results have already been achieved.

The development and exemplary implementation of an approach to **participatory and gender-sensitive analysis and promotion of value chains** in the MENA region reflects the adaptation of an approach now widely used in private sector development. The approach was originally considered to be largely gender-neutral, but its use in a range of situations has shown that if appropriate consideration is not given to the role of women, attempts to promote value chains have only limited success. In this case study, women are the focus of value chain promotion. The results of a measure of this sort are produced at many different levels. First, cooperation with the implementing partners generates institutional change, which is reflected in skills development in the area of planning and implementing gender-sensitive interventions and widening the range of services (access). Second, scope for collective action by the women involved (advocacy) is boosted as they form cooperatives or producer groups, thereby increasing their bargaining power on the market. Scope for individual action (agency) is also improved as the women receive further training and advice and have greater access to information, technology and services. It also emerged that the women involved were able to increase their incomes. Initial surveys have, moreover, indicated that women's self-esteem and self-confidence increased with respect to their occupation, as did their status in their family and local community.

The creation of a **Gender Unit** within the Afghanistan Chamber of Commerce and Industries (ACCI) shows that even in a post-conflict situation and a more conservative and traditional environment, positive changes can be achieved in women's ability to participate in economic life. In the short term, direct results here are largely confined to the ACCI itself (meso level). The accompanying institutional changes help the ACCI indirectly to influence the structural framework (lobbying/advocacy). In the medium and longer term, the intention is that the Gender Unit will provide women-specific services (access) and infrastructure (such as markets or transport) that enhance their individual scope for action (agency). However, robust results in this area can only be achieved over a longer period with ongoing promotion measures.

Measures to promote women's employment are just one side of the coin; the other is the conditions in which they work. The UN Women and UN [Global Compact's Women's Empowerment Principles](#), the ILO's

Decent Work Agenda and the UN 2030 **Agenda for Sustainable Development** all focus on fair treatment, non-discrimination, health and safety, and protection against violence in the workplace. The case study relating to **improving labour and social standards** in Bangladesh's garment and textile industry shows how branch-specific promotion activities that originally focused on boosting exports can be used to support moves to make an entire sector more socially sustainable. At structural level, developing the skills of labour inspectors and the related operational structure can help to secure compliance with labour law and on health and safety at work. Institutional change within the sectoral associations is particularly important, as these bodies now support their member companies in enhancing their compliance with national and international labour and social legislation and standards. It is also now clear that companies that meet their commitments to their employees actually increase their international competitiveness, rather than damaging it. At the same time, empowering female employees through newly set-up women's cafés also helps women to familiarise themselves with their rights and boosts their ability to assert those rights, either independently or with support from legal advisors (advocacy/agency). This case study also illustrates how individual levels of intervention are interlinked; change at one level is highly unlikely to succeed without parallel change processes at other levels.

The innovation case study on **promoting women in the green economy** in Algeria demonstrates how a new area of development cooperation can help explore new areas of activity and new occupations for women. This is particularly important in societies in which there is marked gender segregation and where women's roles on the labour market are prescribed. Women who are role models because they are operating successfully in new occupations and business areas are particularly important to young, highly skilled women. The green economy as well as the information and communications technology (ICT) sector offers substantial potential for women's employment.⁸⁹

The final case study, on **gender diversity management** in companies in the MENA region, demonstrates how women- and family-friendly employment and human resources policies can be implemented within companies. This project is, however, currently in its very early stages, so it is not yet possible to see results. Nevertheless, positive change is expected within the companies themselves (meso level) and among female employees (micro level). In general terms, diversity management is an approach that can also be applied to other disadvantaged groups, including persons with disabilities and those who experience discrimination because of their ethnic background, caste or religion. It is, therefore, an approach that responds to calls for inclusive economic development.

Overall, the in-depth analysis of the case studies presented demonstrates that the results achieved by these approaches and measures are multi-layered. Direct results of a successful intervention can generate a cascade of further results at other levels, illustrating that there is no single 'right' level of intervention, neither at target group level (bottom-up or grassroots) nor at institutional or political level (top-down). Ideally, a combination of differing levels of intervention can help to narrow the gender gap within the economy. In some cases, too, a short-term intervention, such as the policy advice delivered in the Philippines, is all that is needed to bring all the existing pieces of the jigsaw together and create a coherent and gender-sensitive MSME strategy.

10.2 SUCCESS FACTORS

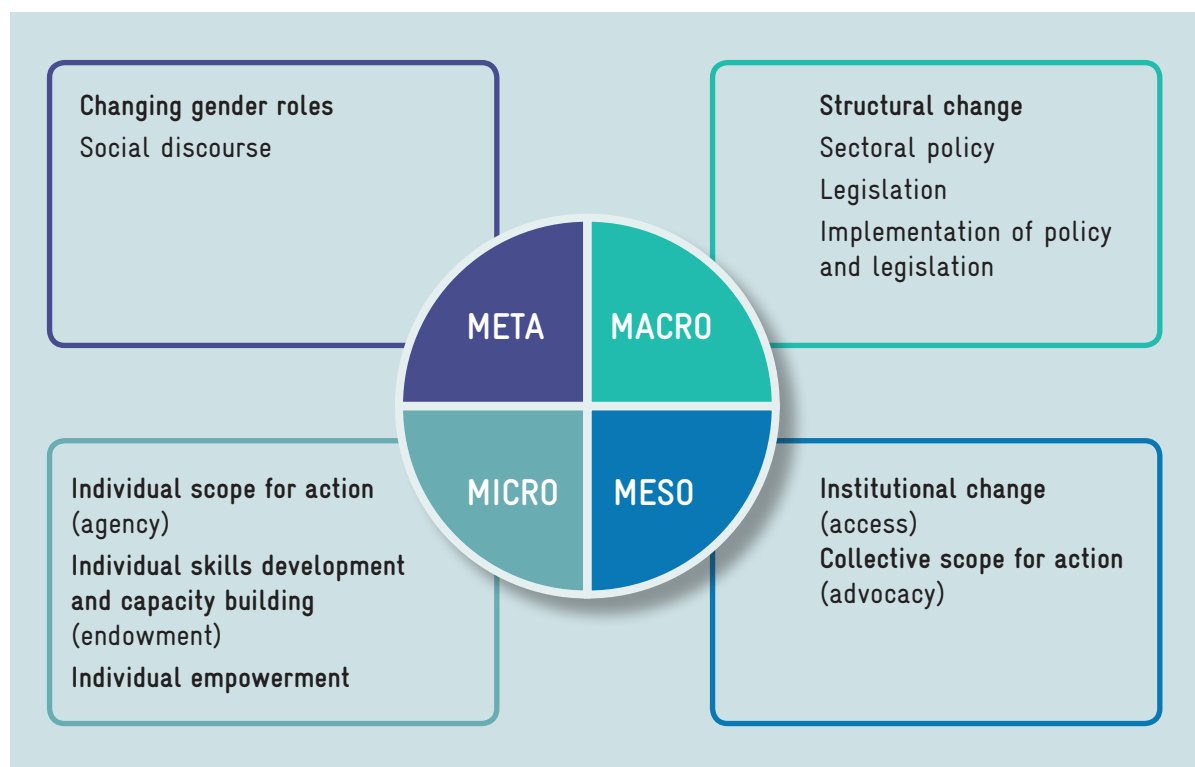
Most of the success factors listed below are in line with the fundamental principles of German technical co-operation. These principles must be respected in women's economic empowerment as in all other measures.

One key success factor in the context of the economic empowerment of women as in other contexts is a **systemic view and approach** (see Figure 24). A number of different levels need to come together and inter-

⁸⁹ But this could not be dealt with within the framework of this study.

act: overall, it has become evident that the change that accompanies economic empowerment is a multilayered process. Although an individual measure at a single level of intervention can provide important impetus, change is usually needed at other levels too. As the case study on labour and social standards shows, it is, therefore, not enough simply to expand women's collective and individual scope for action, for example; this must go hand in hand with institutional and structural change.

Figure 24: The systemic approach and its impact



Moreover, it is not always necessary for a project to implement all interventions relating to women's economic empowerment at the various levels itself. In most countries, there are other international donors and implementing organisations that would be suitable organisations for strategic partnerships, cooperation and coordination. Two examples here are the role of the ILO in securing reform of labour legislation and its implementation in Bangladesh and the cooperation arrangement with the international NGO Oxfam-Québec in developing gender-sensitive value chain analysis. Similarly, fixed-term stand-alone measures, such as research studies or short-term advisory assignments, can be vital supporting measures and provide impetus for current TC projects (for example, the green economy and policy advice).

In three of the seven case studies (policy advice, the Gender Unit and the green economy), the work began with **studies and analyses**. Advice was then given or strategy developed on this basis. Much the same is true of gender-sensitive value chain promotion, which is always based on prior analysis. Researching the role and situation of women in the economy, within a particular sector, value chain or country is, therefore, a key requirement for successful project design.

A further success factor is the **early and long-term involvement of implementation partners** and other key actors in the design and implementation of a measure (e.g. gender-sensitive analysis of value chains and the film and media campaign). This is particularly important where working relationships have not yet

been established and need to be built. This involvement or participation of partners is also crucial for long-term success and the development of self-responsibility and underpins the ability of those involved to operate as multipliers (e.g. the film and media campaign and gender-sensitive value chain promotion).

Further factors in helping to secure success are not only careful **development of strategies and processes and selection of cooperation partners** but also careful checking of these components. This was implemented in an exemplary way in the film and media campaign project and in the project involving gender-sensitive analysis and promotion of value chains. At different stages of implementation, the projects have cooperated with a range of partner organisations. In view of the fragile statehood of two of the four countries involved – Egypt and Tunisia – it proved particularly fruitful there to concentrate on non-governmental agencies and private companies.

And, irrespective of the individual approach, **cooperation on the basis of trust** between German technical cooperation institutions and national partner organisations is a major success factor. In some of the case studies (Gender Unit, policy advisory services as well as labour and social standards), cooperation has been built up over a period of many years. A relationship of trust enables projects to bring up even sensitive issues, such as changes in gender-specific roles or precarious working conditions.

As a matter of principle, it seems expedient to take a **gender-specific perspective** in all private sector development measures. This demonstrably produces better results from concrete measures and leads to the countries receiving support to improve their overall economic performance. Although German development cooperation is technically required by the development policy directives in place to take appropriate account of gender equality in all areas of policy and strategy and across all instruments, this is still not happening automatically (see Section 1 and BMZ 2014a). Implementation of this development policy directive must, therefore, be monitored and followed up.

In technical cooperation practice, too little use is yet made of the fact that **governments in partner countries have also signed up to international agreements**, including the UN [International Convention on the Elimination of All Forms of Discrimination against Women](#), the ILO [Decent Work Agenda](#) and the 2030 [Agenda for Sustainable Development](#) (see Section 1). Governments are, therefore, under an obligation to implement these conventions and commitments in their country and to report on that implementation. We therefore recommend that political partners be reminded of the international commitments they have made. Through gender-sensitive private sector development, German technical cooperation can support its political partners in achieving progress towards gender equality.

Much the same is true of **companies, which are increasingly making voluntary undertakings** to comply with international labour and social standards and initiatives such as the [Women's Empowerment Principles](#) (see Chapter 1). Here, too, we recommend helping them respect their commitments as part of private sector development, not only for altruistic reasons but because the companies can expect economic returns and advantages from these measures in the form of reduced staff turnover, advantageous recruitment of talented workers, and improved market access. Through appropriate measures, technical cooperation can support multipliers such as service providers, Chambers of Commerce and Industry, trade associations, NGOs and companies in driving forward gender equality in the private sector.

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