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# **GENDER-RESPONSIVE INVESTMENT CLIMATE REFORM IN TAJIKISTAN**

## **Making policies work for women in business**

**A toolkit for policymakers  
and advocates**



**European Bank**  
for Reconstruction and Development

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The contents of this publication reflect the opinions of individual authors and do not necessarily reflect the views of the EBRD.

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# 1. Introduction

**Investment climate constraints might affect men and women-led businesses differently, because men and women entrepreneurs engage in different socio-economic activities, often in different economic sectors. They also have different needs and preferences, respond to different incentives, and have different capabilities, partly because of social constraints. This toolkit will show how, despite men and women's equality before the law, the application of investment climate legislation can result in very different outcomes for men and women-led businesses, and what policymakers and advocates can do to support women entrepreneurs in Tajikistan.**

The toolkit has been produced in the context of the EBRD-funded technical cooperation project “*Gender-Responsive Investment Climate Reform in Tajikistan*”. As part of that project, a gender assessment of the investment climate (GAIC) was conducted in Tajikistan during 2017. This toolkit, prepared in parallel to the assessment, uses the information from the GAIC (information from surveys conducted as well as recommendations for reform) and transforms it into a capacity-building instrument to enhance the ability of key actors in Tajikistan to support women's entrepreneurship through policy making and reform. An early version of the toolkit was piloted with 20 members of the *Taskforce on Women Entrepreneurship Support* in October 2017 during the *Tajikistan National Business Forum*.

## 1.1 What is this toolkit?

This toolkit is designed to help policymakers and advocates in Tajikistan analyse how the investment climate affects men and women entrepreneurs differently, and to take that into consideration when formulating policies and reforms and/or when advocating for those. The toolkit will help policymakers and advocates to identify new reforms and/or changes to the existing laws, policies and regulations to support women's entrepreneurship in Tajikistan.

Following this introduction, section 2 provides an overview of how investment climate constraints affect women-led businesses in Tajikistan. Section 3 presents an overview of what gender-responsive investment climate policies look like by introducing best practices from other countries. Section 4 presents the step-by-step process to integrate gender throughout the policy making cycle. Section 5 offers a range of stand-alone tools and resources for use in the different stages of the policy making cycle to identify and address opportunities to support women entrepreneurs.

## 1.2 Who is the toolkit for?

This toolkit provides guidance to the actors involved in the policy process in Tajikistan at different stages, as policymakers or policy advocates. The primary audiences of the toolkit are:

- **The Task Force on Women Entrepreneurship** under the State Committee on Investment and Property Management of the Republic of Tajikistan, a private-public sector body that aims to facilitate dialogue and coordination of policies to support women's entrepreneurship.
- **The Tajikistan Investment Council** (and its **Secretariat**), a public-private sector body with the aim of improving the business environment for private sector development.

The toolkit is also available for:

- Staff from a wide range of **ministries and agencies**, involved in different aspects of sector policy making and in the formulation of laws.
- **Members of parliament** engaged in discussing and drafting many of the laws and regulations which affect entrepreneurs.
- Representatives from the **private sector, business associations, including women in business associations** or common interest groups, as well as non-governmental organisations, to support them in their advocacy efforts for the policies and reforms needed to create an enabling environment for women entrepreneurs.

## Taskforce on Women Entrepreneurship in Tajikistan

The **Taskforce on Women Entrepreneurship** operates under the State Committee on Investment and State Property Management of the Republic of Tajikistan and represents a public-private partnership to advance policies and programmes to support women's entrepreneurship. The head of the taskforce is the Deputy Chair of the State Committee on Investment and State Property Management of the Republic of Tajikistan.

### Public sector members:

- Deputy Minister of Finance
- Deputy Minister of Economic Development and Trade
- Deputy Minister of Agriculture
- Deputy of the National Bank of Tajikistan
- First Deputy Chairman of the Committee on Youth Affairs and Sport
- Deputy Chairman of the Committee on Tourism
- Head of the "One-Stop-Shop for State Registration of Business Entities" of the Agency of Statistics
- Director of the Young Entrepreneur's Committee on Youth Affairs and Sport
- Head of the Department of Labour Market and Employment of the Ministry of Labour, Migration and Employment
- Head of Department, Ministry of Justice
- Deputy Head of Department of Services for Taxpayers of the Tax Committee
- Head of Gender and International Relations of the Committee on Women and Family Affairs

### Private sector members:

- Association of Business Women of Tajikistan
- Group of Business Women of Karasu
- National Association of Women Entrepreneurs KADBONU
- National Financial Institution IMON International
- Union of Handicrafts
- National Association of Small and Medium Business of Tajikistan
- Other NGOs

### International Development Partner members:

- United States Agency for International Development (USAID)
- KfW Bank
- International Finance Corporation (IFC)
- European Bank for Reconstruction and Development (EBRD)
- United Nations Development Programme (UNDP)
- UN Women
- Organisation for Economic Cooperation and Development (OECD)
- Asian Development Bank (ADB)
- Organization for Security and Cooperation in Europe (OSCE)

The taskforce meets on a quarterly basis, and has an annual work plan for coordination and implementation by its members. Recent activities of the taskforce include support to the organisation of the Tajikistan National Business Forum, the International Business Women's Day and review of several laws and reforms including the handicraft law.

## 1.3 How to use the toolkit

Depending on the mandate, remit and role of the user, different stages of the policy cycle will be more relevant. We recommend beginning by reading section 2 to obtain a general overview of the situation in Tajikistan, as this will serve as a useful backdrop to policy making. Users can proceed to section 3 and focus on the best practices relevant to a specific policy challenge or read the whole chapter to obtain a broader picture of what other countries have done to create an enabling environment for women entrepreneurs and which may be adapted to the Tajik environment. Alternatively they can read for inspiration to identify their own ideas.

Section 4 provides an overview of a gender-responsive investment policy cycle in Tajikistan with a particular focus on the initial phases. Once readers have gained an overall understanding of the cycle, they can hone in on the phase that is most relevant to the task or challenge identified. Section 5 presents a set of tools for each of the different policy phases that you can deploy on a stand-alone basis or in combination with one another.

## 2. How does the investment climate affect women entrepreneurs in Tajikistan?

### 2.1 It's a fact: same policy, different results

**Laws and policies do not discriminate against women in Tajikistan, but the same law, policy or regulation, or investment climate failure can have a very different impact on men and women entrepreneurs.** Investment climate challenges often affect women entrepreneurs more negatively because they start with different endowments of resources which are critical to enable them to do business. Given that women-led businesses in Tajikistan tend to be smaller, more informal, have less access to credit, networks, business information or markets, and their owners face social and time constraints and have lower educational levels, it should not come as a surprise that the same regulation affects them differently. Evidence from across the world shows that investment climate constraints have a greater impact on small businesses, and even more so on women-led businesses, making women in Tajikistan more vulnerable to investment climate shocks as most of them are patent holders.<sup>1</sup>

**Corruption is a good example of how the same investment climate constraints can affect men and women-led businesses differently.** Corruption is bad for businesses, whoever is in charge. However, entrepreneurs' ability to manage corrupt behaviours and respond when someone asks for a bribe depends on many things including the person's level of information and knowledge about the laws and regulations, level of education, networks and ability to reach out to others that might know what s/he doesn't, etc. In many cases, men fare better than women in many of these aspects and it is therefore easier for them to deal with corrupt behaviours from public officials.

### 2.2 Impact of the investment climate on women entrepreneurs in Tajikistan

The table below presents a summary of the **findings of the gender-responsive investment climate assessment** conducted by the EBRD in 2017. According to the survey findings of the GAIC, women-led businesses in Tajikistan are:

- Small (39 per cent of all women-led businesses are patent holders/individual entrepreneurs)
- Present in low productivity sectors (45 per cent of women-led businesses are in trade; 25 per cent in services; 19 per cent in agriculture)
- Often informal (28 per cent of all women-led businesses are informal)
- Less able to access key resources such as land or credit than men-led businesses (56 per cent of women compared to 44 per cent of men identified lack of property to raise finance as a significant problem; and for 48 per cent of women compared to 35 per cent of men, working capital was a significant problem)
- Led by business managers with lower levels of education (13 per cent of women business owners only had primary education compared to 4 per cent of men), especially in rural areas
- Less able to access information and networks
- Less able to dedicate time to their businesses than their male counterparts (73 per cent of women in business spend three or more hours per day on domestic responsibilities compared to 41 per cent of men; 39 per cent of women spend five or more hours on domestic responsibilities compared to 15 per cent of men)
- Likely to experience more social constraints (15 per cent of women declared that their spouse or other family members heavily influence their decisions).

<sup>1</sup> In Tajikistan an "individual entrepreneur" is an individual (sole proprietor) who is involved in business activities without forming a legal entity and operating at his/her own risk. Individual entrepreneurs can work under a business licence (known in Russian as a "patent") or a certificate. To be eligible to work under a business licence ("patent"), an individual entrepreneur shall not exceed a turnover of 200,000 Somoni (around US\$ 42,000) annually, may not import or export goods, and may not hire employees. Individual entrepreneurship under a patent uses a simplified taxation process. The cost of a patent is fixed, based on the type of activity engaged by the entrepreneur. The business licence must be renewed annually.

The **main regulatory constraints** experienced by women-led businesses are:

- Complexity of the tax code
- Obstacles encountered during business registration
- Complexity of procedures for business closure
- Problems of compliance with standards and arbitrary inspections
- Accounting requirements which disproportionately impact small businesses
- Legislation affecting handicrafts, trade and agriculture particularly affects women-led businesses owing to their high level of participation in those sectors.

**While these are problems at the top of the list for most entrepreneurs in Tajikistan – men and women alike – for several reasons their impact on women entrepreneurs is bigger.** As with the example about corruption above, limited education and information about the law makes women entrepreneurs less able to manage arbitrary inspections properly. Similarly, time constraints and lack of access to information about procedures can make it even harder for women to open or close a business. Formalisation tends to be less attractive to women, who are more likely to remain in the informal sector, because they are more likely to be working from home, working on a part-time or seasonal basis and to be involved in businesses with lower turnover. Accounting and other requirements, which have a large impact on small businesses, do affect women-led businesses the most given the high proportion of female patent holders in Tajikistan.

**Urban and rural women entrepreneurs perceive the investment climate differently and investment climate constraints can differ by location.** Urban entrepreneurs are significantly more likely to face a more competitive environment, suffer from foreign currency shortage or high inflation, high taxes and be subject to more inspections and (although to a lesser degree) corruption. Overall, rural businesswomen seem to experience many of these issues to a lesser degree. Comparatively, they are more concerned about lack of working capital, lack of knowledge on how to set up and run a business and high taxes.

**Overall, women-led businesses have less access to information about the investment climate.** Focus group discussions highlighted that many women entrepreneurs lack information about the regulatory environment and existing networks through which to influence it. Women therefore perceive the business environment to be more challenging, with 41 per cent of women survey respondents considering lack of support and social pressure to be problematic, whereas only 29 per cent of male respondents felt this to be the case.

**All women entrepreneurs had one trait in common: the way in which domestic responsibilities influenced the way they did business,** including the choice of business to start with. Some 34 per cent of women in our survey spend three to four hours a day in domestic responsibilities, 30 per cent between five to six hours and 8.5 per cent spend seven hours or more. Men spend considerably less time on household chores and more time in their businesses. Lack of affordable childcare compounds the problem. As a result, women's businesses tend to be smaller, home-based, and often in low value-added sectors.

Box 2:

## Women entrepreneurs in Tajikistan: a snapshot

### Sociodemographic profile

- Average age: 35 per cent of women are 41-50 years old, a further 30 per cent are 31-40 years old and another 20 per cent, 51-60 years old
- Location: Urban 69.3 per cent, Rural 30.7 per cent
- Marital status: Married 69.6 per cent, Divorced/widowed 22.4 per cent, Single 8 per cent
- Education: Primary 13.3 per cent (28 per cent in rural areas), Secondary 52.1 per cent (64 per cent in rural areas), Tertiary 34.5 per cent (8 per cent in rural areas)
- Time spent on care tasks daily: 34 per cent dedicate 3-4 hours (38 per cent in rural areas), 30 per cent 5-6 hours (38 per cent in rural areas), 8.5 per cent spend 7 hours or more (14 per cent in rural areas) and only 26.5 per cent spend two hours or less.
- Women heads of household: 25.8 per cent.

### Business profile

- Average years in business: 46 per cent have been in business for fewer than six years
- Sectors: 45 per cent in trade; 25 per cent in services; 19 per cent in agriculture
- Legal status: Informal 27.8 per cent, Patent 39.1 per cent, Certificate 30.4 per cent
- 74 per cent are sole decision-makers, a further 10 per cent decide jointly with their business partners
- Number of employees: 56 per cent have no employees; a further 41 per cent have up to 10
- Average turnover: 81 per cent are micro businesses with up to 100,000 TJS (approx. US\$ 11,500).

*Continued*



## Key challenges and opportunities

### Problems at start-up

- Accessing markets and finding customers (45 per cent)
- Lack of collateral to raise finance (44 per cent)
- Finding an office or place to work (35 per cent)
- Accessing equipment and technical supplies (34 per cent).

### Problems in running a business

- Foreign currency shortage/inflation (60 per cent)
- High taxes (58 per cent)
- Tough competition and low demand (57 per cent).

### Success factors

- Own skills, knowledge and ability (92 per cent)
- Support of family and friends (68 per cent)
- Personal savings and capital (61 per cent).

### Sociocultural factors that make it more difficult for women

- Expected to be responsible for household chores (50 per cent)
- Under the control of family, parents, spouse (43 per cent)
- Have no personal property (42 per cent).

### Investment climate constraints faced by women

#### Regulations

- 68 per cent of women saw tax regulations as a problem
- Just over half of all women respondents considered business registration to be problematic
- 40 per cent of women considered regulations related to property to be a problem
- 36 per cent of women thought that regulations related to closing a business were a problem.

#### Inspections

- 66 per cent of women respondents had an inspection by the tax authorities at least once in the previous 12 months, including 39 per cent who had three or more inspections
- 38 per cent of women respondents had an inspection by the local police authorities at least once in the previous 12 months, including 8 per cent who three or more inspections
- 38 per cent of women respondents had an inspection by standards bodies at least once in the previous 12 months, including 8 per cent who had three or more inspections
- 29 per cent of women respondents had inspections by other agencies at least once in the previous 12 months, including 11 per cent who had three or more times inspections.

#### Corruption

- 24 per cent of all women admitted to having “given gifts” to inspectors.
- This was most prevalent amongst the small number of women-led limited companies (55 per cent).

## 2.3 Impact of the investment climate on women across the business cycle

**Women in Tajikistan, as everywhere else, face different investment-related difficulties at different stages of the business cycle.** The table below present an analysis of those across the different stages of the life of a business and different dimensions of business operations. This cycle is not entirely linear in practice, nor will all women entrepreneurs need to deal with all aspects of the business cycle. Nevertheless, it approximates the order in which women will tend to encounter a specific issue for the first time. The first column in Table 1, below, identifies the issues affecting entrepreneurship in general. The second column focuses on how women-led businesses may experience different effects at each stage of the business cycle. Although many of the issues raised here are relevant to women-led businesses internationally, the first column focuses on the situation in Tajikistan, as it is based on research conducted there during 2017. The third column focuses on how to address, minimise or even eliminate the difficulties that arise because of the different impact on women-led businesses.

**Table 1:**  
**Gender impact across the different stages and dimensions of the business process**

Business area	How may the effects on women-led businesses be different and why?	Interventions to address difficulties faced by women entrepreneurs
<b>Setting up and registering a business</b>	<ol style="list-style-type: none"> <li>1. Women-led businesses are more likely to be informal for various reasons, such as limited access to finance and expertise.</li> <li>2. Lack of access to information, networks and experience contribute to making registration more of a challenge for many women and making them more susceptible to potential harassment and corrupt practices.</li> <li>3. Limited time because of domestic responsibilities and limited mobility in general lead to longer registration times for women-led businesses.</li> </ol>	<ul style="list-style-type: none"> <li>• Simplify the registration process.</li> <li>• Introduce “single-window” mechanisms.</li> <li>• Introduce online business registration.</li> <li>• Introduce local outreach centres to facilitate registration.</li> <li>• Provide easy to understand information about business registration.</li> <li>• Expand affordable, quality childcare, including simplifying regulations for establishment of private-sector childcare service providers.</li> </ul>
<b>Accessing finance</b>	<ol style="list-style-type: none"> <li>4. Women find it more difficult to access SME finance as they do not have property to pledge collateral.</li> <li>5. Women tend not to have credit histories of their own, which places most types of finance out of their reach, especially in rural areas.</li> </ol>	<ul style="list-style-type: none"> <li>• Expand regulation on non-secured transactions and establish movable asset registries.</li> <li>• Adjust the methodology of the credit information bureau to take specific traits of women entrepreneurship into account.</li> <li>• Improve regulation for development of mobile banking, microfinance and alternative funding mechanisms.</li> </ul>
<b>Finding premises, land use and property rights</b>	<ol style="list-style-type: none"> <li>6. Women have less access to and/or ownership of land.</li> <li>7. Limited collateral makes it more difficult for women to acquire property or even lease premises, which makes them more likely to continue operating from home in low productivity business sectors with limited growth potential.</li> <li>8. Fewer contacts and lack of mobility make it difficult for women to find suitable premises in the first place.</li> <li>9. Since other family members are more likely to control their finances, women tend not to negotiate and sign contracts in their own right.</li> <li>10. The additional regulatory burden of obtaining authorisation and complying with health and safety and other requirements make it more difficult for women who lack experience, knowledge and appropriate networks and have limited time due to domestic responsibilities.</li> <li>11. Gaining access to infrastructure (electricity, water, gas, internet and so on) for their business is more of a challenge for similar reasons.</li> </ol>	<ul style="list-style-type: none"> <li>• Implement inheritance law and uphold women’s rights, including through demand-side interventions to improve legal awareness.</li> <li>• Provide accessible, clear and concise information about regulatory requirements for different types of businesses.</li> <li>• Monitor inspections and implement procedures to minimise harassment and corruption.</li> </ul>



Business area	How may the effects on women-led businesses be different and why?	Interventions to address difficulties faced by women entrepreneurs
<b>Understanding and paying taxes, impact of other monetary and fiscal policies</b>	<p>12. Due to lower levels of education, women may make mistakes or, conversely, not challenge requests from tax inspectors, suggesting that they are more susceptible to harassment (real or perceived).</p> <p>13. Lack of mobility and time constraints due to family pressure and responsibilities make it more difficult for women entrepreneurs to visit the tax authorities.</p> <p>14. Unfavourable tax regimes (such as having to pay monthly set tax irrespective of income) are especially burdensome on women entrepreneurs, who often operate seasonal and low turnover businesses.</p>	<ul style="list-style-type: none"> <li>• Improve clarity and remove ambiguity from tax legislation.</li> <li>• Produce clear and concise information about tax obligations.</li> <li>• Introduce an online system to enable electronic filing of tax returns.</li> <li>• Simplify the tax system for small and seasonal businesses and make it less burdensome (that is, reduce the number of taxes, amend the system that requires a fixed monthly payment irrespective of income).</li> </ul>
<b>Complying with regulatory and standards bodies</b>	<p>15. Women-led businesses are more likely to be informal and therefore do not have proof of compliance with quality standards, proof of traceability and similar requirements for specific sectors. This limits where and how they can do business (especially in the case of exports) and reduces the prices they can charge for their products/services.</p> <p>16. Women who are running formal businesses may still find that time poverty and lack of education/experience make it more difficult for them to obtain and present the necessary documentation for compliance.</p>	<ul style="list-style-type: none"> <li>• Provide clear information about the different standards bodies, their roles and how to work with them.</li> <li>• Introduce online systems for part of the certification process, where appropriate.</li> <li>• Monitor inspections and length of procedures.</li> <li>• Implement procedures to minimise harassment and corruption.</li> </ul>
<b>Finding customers and accessing markets</b>	<p>17. Lack of access to information and networks as well as time, makes it more difficult for women entrepreneurs to break into new markets.</p>	<ul style="list-style-type: none"> <li>• Insert equal opportunities clauses in public procurement regulation to make it accessible to women-led businesses.</li> <li>• Improve regulation for childcare service provision to promote private-sector participation.</li> </ul>
<b>Import-export</b>	<p>18. Lack of access to finance can make it more difficult to increase the working capital needed to engage in international trade (existing provisions and microfinance may be insufficient).</p> <p>19. Limited access to market for certain products as women are less likely to have the necessary certification of compliance with manufacturing, safety, product or quality standards.</p> <p>20. Limited technical and commercial expertise and skills mean that the offering of companies run by women entrepreneurs are less innovative and adapted to international market requirements.</p> <p>21. Lack of access to information can make it more challenging for women to protect their offering against copying (intellectual property).</p> <p>22. Lack of expertise and experience make it more difficult for women to comply with international trade regulations.</p>	<ul style="list-style-type: none"> <li>• Monitor length of procedures to generate gender-disaggregated comparisons.</li> <li>• Implement procedures to minimise harassment and corruption, including staffing cross-border trade posts with female staff.</li> </ul>

Business area	How may the effects on women-led businesses be different and why?	Interventions to address difficulties faced by women entrepreneurs
	<p>23. Lack of professional contacts and lack of confidence mean that women are less likely to challenge officials, and their requests can be dealt with more slowly or they may be subjected to harassment and abuse.</p> <p>24. Mobility restrictions due to norms and customs make it more difficult for women to travel for business, especially for longer trips to other countries.</p>	
<b>Contracts, enforcement and dispute resolution</b>	<p>25. Lack of confidence and expertise may make women feel less confident when faced with disputes over contracts and their subsequent enforcement.</p> <p>26. Women are less likely to have personal and professional contacts to enable them to find legal professional advice and support.</p>	<ul style="list-style-type: none"> <li>• Introduce legislation for the small-claims court and alternative dispute resolution methods such as mediation, arbitration.</li> <li>• Develop and provide legal rights awareness and education activities (information-sharing and training) for women entrepreneurs on: debt, cheques, contracts, guarantees, tax, bankruptcy, business status and licensing of home-based businesses, as well as inheritance, marriage contracts, wage garnishment, and pensions.</li> <li>• Pay continued attention to increasing women's professional participation in the justice sector.</li> <li>• Introduce policies to exempt women entrepreneurs from legal fees under specific circumstances.</li> </ul>
<b>Changing legal status or closing a business</b>	<p>27. Women are less likely to formalise their business because of the adverse effects of tax and other obligations on small-scale and seasonal businesses, which are common characteristics among women-led businesses.</p> <p>28. Lack of confidence and experience, together with time poverty and mobility restrictions make it more difficult for women to deal with the lengthy process of closing a business.</p> <p>29. Lack of access to information and networks contribute to making closing a business or changing its legal status more of a challenge for many women and make them more susceptible to potential harassment and corrupt practices.</p>	<ul style="list-style-type: none"> <li>• Introduce a "single-window" concept for closing a business.</li> <li>• Improve clarity in procedures for closing a business.</li> <li>• Provide accurate and unambiguous information on an official website.</li> <li>• Digitalise at least part of the process of changing/closing a business.</li> </ul>

## 3. Global best practice – what do gender-responsive investment climate policies look like?

### 3.1. Best practice across the policy cycle

Throughout the policy cycle, there are several best practices that can be applied to ensure that policies are responsive to the needs of men and women entrepreneurs. See some examples below.

Box 3:

#### Gender policy screening mechanism in the Kyrgyz Republic

In 2009, the Kyrgyz Republic passed a new requirement as part of its Law on Normative and Legal Acts (No241 of 20 June) by which requires a **mandatory up-front gender assessment** of all draft legislation to identify whether it could have a disproportionately negative impact on women, or would – directly or indirectly – contribute to exacerbate existing gender inequalities. If the law under assessment is found to have a potential negative impact on gender equality, amendments can be proposed. Laws that do not undertake a gender assessment do not proceed further.

The government body in charge of assessing the gender impact of the draft legislation is the Ministry of Justice (MoJ). Once the MoJ has assessed the legislation it sends the draft to the government where the Department of Gender within the Ministry of Labour double checks the assessment, before sending the draft to parliament.

One of the lessons learnt from the Kyrgyz Republic's experience is the need to accompany the introduction of such a policy screening mechanism with adequate capacity-building activities for important implementing actors. A problem encountered in the Kyrgyz Republic was, for example, that some laws were assessed as "gender neutral/not having a disproportionate impact on women", not because they did not actually have such an impact but because the relevant actors did not have the necessary experience and knowledge to assess the impact properly.

Source: Interviews with the government of the Kyrgyz Republic

Box 4:

## The UK's Strategic Framework for Women's Enterprise

The **Strategic Framework for Women's Enterprise** was developed in the UK in conjunction with the **Cross-Government Policy Group for Women's Enterprise** as part of the Small Business Support policy framework "Small Business and Government – the way forward". Like the taskforce in Tajikistan, the role of the Cross-Government Policy Group is to ensure that the approach to policy making is more coordinated, linking into several other bodies and departments, such as the Women and Equality Unit within government.

**Includes different actors during the development of the framework:** Includes different actors during the development of the framework and a wide range of individuals and organisations provided feedback.

**Introduces a collaborative and long-term approach to the development of women's enterprise in the UK:**

The framework aims to inform government and non-governmental organisations involved in supporting the growth of women entrepreneurship, to ensure buy-in to the regional action plans to deliver the strategy. At the same time, it includes short- and medium-term actions, to counterbalance the longer-term implementation, collaboration, monitoring and evaluation.

**Combines mainstream and targeted support:** All SME support should be accessible to both women and men, and there is targeted support in specific areas to address gender barriers in the short to medium term. Targeted support particularly addresses the pre-start and early years of women-led businesses, when women tend to prefer this kind of approach. However, women running high-growth businesses may also face specific challenges. The framework also recognises that women business owners are a heterogeneous group, and that specific segments need support to address specific issues. Furthermore, ensuring access to both mainstream and targeted support is a critical aspect of the framework.

**Identifies the knowledge gaps:** The framework begins with a synthesis of what is known about women-owned enterprises and highlights key gaps in the current level of

understanding; this is used to develop an agenda for research. The implementation of the research is to involve key stakeholders and tackle key interconnected issues such as:

- business support provision (outreach initiatives, improved access to networking, mentoring and coaching, women-targeted incubation and effective online provision)
- access to finance (improved information and marketing of business finance options, development of microcredit group lending and proactive venture capital/angel investment targeting women)
- childcare and domestic responsibilities (assistance to women business owners and to women running childcare businesses, access to childcare and allowances)
- transition from welfare to self-employment (predominantly the need to improve the uptake rate of existing programmes by women, through marketing and outreach).

**Establishes measures and indicators:** The framework sets out the expected outputs and ties clear measures to each output, allowing an analysis of the effectiveness of measures, once they are implemented.

**Provides best practice guidelines:** The framework document also includes a presentation of guidelines, covering the following key points:

1. Data should be disaggregated by gender, as well as ethnicity and disability.
2. The focus of programmes and initiatives derives from knowledge and research on gender issues.
3. Targets should be set and monitored by gender.
4. Actions should recognise and value the diversity and specific requirements of women.
5. Actions should be both relevant and accessible.
6. Effectiveness of actions needs to be monitored.
7. Collaboration with initiatives that provide targeted assistance is key.

Source: DTI Small Business Service (undated); A Strategic Framework for Women's Enterprise: Sharing the Vision – A Collaborative Approach to Increasing Female Entrepreneurship.

## Box 5:

## Policies and programmes to support women's entrepreneurship: an example from India

The government of Karnataka developed an industrial policy to guide its efforts for sustainable inclusive economic growth from 2014 to 2019. MSMEs are at the core of the policy with a specific focus on women's economic empowerment.

- First, the government proposed setting up the first **exclusive industrial areas for women entrepreneurs** at Harohally in Kanakapur taluk in Ramanagara district and in Hubli or Dharwad.
- Second, the government reserved **5 per cent of plots** in other industrial areas just for women to develop.
- Third, there is a proposal for an exclusive **cluster for women in textiles, gems and jewellery**, economic sectors that are dominated by women.
- Fourth, improved access to finance for trained entrepreneurs, including women, by providing **low-interest start-up loans** (with an interest subsidy) with a flexible repayment schedule.
- Fifth, government-sponsored **capacity-building programmes** for entrepreneurship development will be introduced exclusively for women entrepreneurs.
- Finally, attractive incentives and concessions will support women-led MSMEs.

Source: <http://www.thehindubusinessline.com/news/women-entrepreneurs-to-get-5-extra-investment-subsidy/article6963128.ece> (last accessed 29 November 2018).  
<http://www.unwomen.org/en/digital-library/publications/2017/3/the-power-of-procurement> (last accessed 29 November 2018).

## Box 6:

## Integrating gender into the national export strategy

**Uganda** provides an example of a national export strategy with a specific vision that explicitly includes women, “to create a dynamic and competitive export-driven economy for national prosperity and development, with more participation of women”. One key area was to make trade finance schemes more accessible to women by developing a more diverse range of collateral instruments, which included a warehouse receipt system. In trade facilitation, service providers were tasked with establishing a system to measure gender equity. At sector level, national export strategy focal point offices were expected to bring the Ugandan Gender Policy into the mainstream of their institutions. While these ideas are all excellent examples of best practice, Uganda has had trouble in implementing them to the degree envisaged, due to budget limitations which in turn reduced the commitment of some of the partner institutions.

Source: Mutyabule R. I. (undated), Director, Business Advisory Services of Enterprise Uganda Integrating Gender into the National Export Strategy (NES) – A Case for Uganda; [http://www.intracen.org/uploadedFiles/intracenorg/Content/About\\_ITC/Where\\_are\\_we\\_working/Multi-country\\_programmes/Women\\_and\\_trade/Integrating%20Gender%20into%20the%20National%20Export%20Strategy.pdf](http://www.intracen.org/uploadedFiles/intracenorg/Content/About_ITC/Where_are_we_working/Multi-country_programmes/Women_and_trade/Integrating%20Gender%20into%20the%20National%20Export%20Strategy.pdf) (last accessed 29 November 2018).

## 3.2. Best practice by business area

### Business registration

Box 7:

#### “Single-window” business registration

**One-stop-shops or “single windows” can have a large impact in terms of helping women-led businesses to be registered as they address many of the problems that women entrepreneurs face (from time constraints to lack of information or limited experience navigating bureaucracy). Many countries around the world, including Tajikistan, have implemented single-window mechanisms.**

- **Azerbaijan** improved from 64th in 2008 to 13th in 2009 in the World Bank’s Doing Business survey. The introduction of an integrated registration function halved the number of steps needed to set up a business, as well as the associated time and cost. Within six months of setting up the facility, 32,000 new businesses registered, representing a 40 per cent increase in registrations compared to the previous six-month period.
- **Poland** developed a new business activity code, which cut down the 35 licences and 40 types of permits to eight licences and approximately 12 permits. To maintain stability and predictability of the regulatory framework, the code stipulates that conditions for granting or revoking permissions must be specified in Acts, and not in lower ranking legislation. A further innovation is the “permit promise”, which permits authorities to allow the entrepreneur to begin work while an application expected to be granted is in process, but there have been delays in producing some documents.
- The **Croatian** authorities established a project called e-Croatia to simplify a whole range of regulatory issues and save businesses willing to use a multi-functional smart card (FINA e-card) both time and money. The initiative included the simplification of the business registration process, which fell to between three and five days and was part of an initiative to encourage businesses to formalise. An information and promotional campaign promoted the idea and encouraged acceptance.

**Drawing on best practice**, the following are **some key principles to bear in mind**:

- Before beginning the business registration process, ensure that **all stakeholders are engaged** to obtain the commitment of all necessary agencies. Transparency is important at all stages in the process.
- **Re-think and re-map the registration process** to achieve savings in time and money.
- **Make use of technology** to streamline processes and reduce paperwork. Awareness raising among entrepreneurs to ensure they can actually use the system is important.
- Introduce an **appropriate fee structure to reduce the burden on smaller enterprises**, potentially coupled with incentives to encourage unregistered businesses to become formalised.
- Bringing all agencies under one roof will only provide limited gains if no changes are made in terms of how they work together; instead, a **true one-stop-shop model** will take responsibility for the entire registration process.

Source: <https://www.eurofound.europa.eu/data/tackling-undeclared-work-in-europe/database/one-stop-shop-business-registration-croatia> (last accessed 29 November 2018).

Buryy V., Morford Z, Snider P. (2002); *Business Start-up & One-Stop-Shops: Principles for Success from Ukraine and Abroad*; BIZPRO Project, USAID; [http://pdf.usaid.gov/pdf\\_docs/Pnacr087.pdf](http://pdf.usaid.gov/pdf_docs/Pnacr087.pdf) (last accessed 29 November 2018).

## Fiscal policy

Box 8:

### Tax policy for recently created micro and small enterprises

**Tax policies introducing measures that benefit micro and small enterprises or specific economic sectors can have a positive impact on women-led businesses in particular, as a result of women's predominance in this segment. Such tax policies might also incentivise women entrepreneurs to register their businesses, given they are more likely than their male counterparts to operate in the informal sector.**

**Mexico** provides an interesting example of a tax regime for “small taxpayers”, which offers lower personal, social security, VAT and excise tax obligations during the first 10 years of operation. In addition to significantly reducing the amount of tax paid, the scheme is designed to reduce the administrative burden associated with calculating the businesses' VAT and excise tax obligations. The concessions reduce progressively over the 10-year period. Companies wishing to participate in the scheme enrol in the Federal Taxpayer Registry (RFC).

In other countries such as the **Netherlands**, unincorporated SMEs can obtain a fixed deduction as well as benefit from a scheme, which exempts 14 per cent of their profits, thereby effectively reducing the amount of tax paid.

Box 9:

### Reducing the cost of compliance

**Identifying ways to reduce the amount of time and human resources needed to comply with tax regulations can have a positive impact on small businesses, particularly women-led businesses, which tend to be smaller and operate with fewer resources than men-led businesses. Simplifying processes and reducing the amount of information needed can reduce the time women entrepreneurs dedicate to compliance functions and allow them to spend it on income-generating activities instead.**

The government of **Mexico** (see previous example) has also developed an online tool to facilitate tax compliance, and provides registered businesses with a range of other support services and access to finance. Simplified VAT remittance calculation schemes reduce the administrative burden of compliance.

The **United Kingdom** has made use of a flat-rate scheme for businesses whose taxable turnover is expected to fall below a specified threshold.

Instead of requiring monthly filing of VAT returns, some countries permit smaller companies to do this quarterly (**Spain, Poland, Belgium**), every six months (**Denmark**) or even annually (**Canada**). This both reduces the burden of compliance and gives businesses more time to pay.

Simplified financial accounting for small firms is widespread in OECD countries. In **Austria**, small businesses under a certain threshold only need to report on revenues and expenditures; **Belgium** introduced simplified accounting rules based on a treasury book, selling book, purchase book and annual inventory; in **Poland**, unincorporated entities only need to keep a tax book of revenue and expenses.

Sources: OECD (2015); Tax Policy Studies – Taxation of SMEs in OECD countries  
OECD (2009) Tax Policy Studies – Taxation of SMEs Key Issues and Policy Considerations



## Access to finance

Box 10:

### Introducing credit information bureaus

**Best practices in the creation and maintenance of credit information systems include credit bureaus and registries to improve the efficiency of credit information sharing. The legal framework should include a law on the regulation of credit information bureaus and ensure that individuals and firms can inspect the information held on them upon request. This is particularly important for women, because they tend to do better when applying credit-scoring systems since they tend to be more risk-averse when it comes to obtaining finance (and they tend to take out smaller loans and for shorter periods), hence, they are less likely to take up bank credit lines. This seems to be even more the case in rural areas, where women will tend to work for others rather than risk taking on credit.**

**Tajikistan** has made significant advances in this field, implementing the Law on Credit Histories (2009) and establishing regulations governing credit bureaus in 2010. In 2013 the Credit Information Bureau of Tajikistan (CIBT) was established, with the participation of the main banks and MFIs, and with the international company CRIF taking a 49 per cent share. Over 75 organisations collaborated in the creation of the national database on which the CIBT draws.

To ensure that women entrepreneurs are equally able to benefit, the collation of gender-disaggregated information is critical and sociocultural factors must not inhibit women's ability to build up their own credit history.

Source: <http://www.worldbank.org/en/results/2015/04/28/tajikistans-first-credit-bureau-for-private-sector-development> (last accessed 29 November 2018).

Box 11:

### Introducing the movable asset registry

**Establishing provision for accepting movable collateral<sup>2</sup> in exchange for loans has a disproportionate effect on enabling women entrepreneurs, since women tend to have less access to land and property in their own name.**

In 2017, a Law on the Pledge of Movable Properties in Commercial Transactions and associated secondary legislation came into force in **Turkey**. This law has replaced an earlier one, with the objective of improving SMEs' access to financing. Tangible movable property is property that can be physically moved without causing damage to it, and includes receivables, intellectual property rights, including trade names, stock and livestock, rental income, tenancy rights, vehicles and equipment, agricultural and commercial products. Under the pledge agreement, a written agreement which can be signed physically (in the presence of the Pledged Movable Property Registry official or certified in the presence of a notary public) or electronically (via secured electronic signature). The Pledged Movable Property Registry maintains all records. The Law and associated regulations include clear provisions for implementation and enforcement of pledges.

Source: [https://uk.practicallaw.thomsonreuters.com/9-576-0948?transitionType=Default&contextData=\(sc.Default\)&firstPage=true&bhpcp=1](https://uk.practicallaw.thomsonreuters.com/9-576-0948?transitionType=Default&contextData=(sc.Default)&firstPage=true&bhpcp=1) (last accessed 29 November 2018).

<sup>2</sup> IFC (undated); Secured Transactions and Collateral Registries.

## Box 12:

## Introducing government-backed credit guarantees for women-led businesses

**In an attempt to overcome the difficulties women face in accessing bank finance because of lack of physical assets, several countries have put in place public credit guarantee schemes. Examples include Croatia, Morocco and Pakistan as shown below.**

The State Bank of **Pakistan** offers a refinance and credit guarantee scheme for women borrowers in areas of the country that have been under-served until now. Women entrepreneurs will be able to borrow for up to five years in order to finance their business, whether at start-up or to expand. The state bank will provide refinancing at 0 per cent to financial institutions participating in the scheme for onward lending to eligible women entrepreneurs at a five per cent mark-up. The programme is in line with government policy, which is targeting under-served regions of the country, and especially women entrepreneurs. As part of the scheme, banks and financial institutions should respond to a request for funds in less than 30 days and provide specific feedback in the case of not awarding the loan.

Source: Business Recorder (2017); SBP launches credit guarantee scheme for businesswomen

## Box 13:

## Developing regulation to support alternative sources of finance

**Given women's difficulties in accessing finance because of the banks' emphasis on collateralised loans, promoting the development of alternative sources of finance such as crowdfunding or angel investment by putting necessary regulations in place, can go a long way in improving access to finance for businesses led by women.**

**Turkey** offers licensed business angel investors the opportunity to deduct from their personal income tax the next year 75 per cent when they invest in innovative and high growth SMEs at an early stage finance up to US\$ 500,000. This approach contributes to regularising the angel investor market, providing a regulatory framework that aims to increase the availability of this type of finance.

However, paving the way by providing incentives needs to be supplemented with a practical approach that enables women entrepreneurs and investors to link up. The **European Partnership Project on Angel Investment (SEEWBAN)** seeks to increase the number of Women Business Angels that are prepared to fund women entrepreneurs by educating them and helping them to find one another. The project maintains databases of women seeking funding as well as business angels looking for projects.

The Jumpstart Our Businesses or JOBS Act (2012) in the **United States of America** seeks to remove barriers to starting up and growing a business. It includes provisions that address access to capital. The provisions do not specifically address women entrepreneurs but some of the measures may benefit women more. Two provisions are of interest here: (i) Entrepreneurs have the right to solicit providers of equity capital publicly through non-traditional channels such as advertising, publicity, the internet and social media. This not only increases the visibility of women-led enterprises, but also enables them to bypass the more traditional intermediaries who may have a bias toward male-owned firms. (ii) Non-accredited investors can participate in equity crowdfunding, providing another channel for women entrepreneurs to access directly a large group of potential new investors. There is evidence to suggest that women entrepreneurs have been more successful in raising capital through crowdfunding since the JOBS Act came into force. In addition, crowdfunding has attracted new women investors.

Sources: OECD (2015); Tax Policy Studies – Taxation of SMEs in OECD countries [www.seewban.eu](http://www.seewban.eu) (last accessed 29 November 2018). <http://www.hurriyetdailynews.com/turkey-becoming-a-haven-for-angel-investment-127878> (last accessed 29 November 2018).

## Access to markets

Box 14:

### Women-led businesses' access to public procurement

**Public procurement standards and practices organise and allocate trillions of dollars each year spent on purchasing products, services and implementing public works, a process in which women-led businesses do not participate enough according to statistics. This is mainly due to procurement calls that are too big or too complex for most women-led businesses and in sectors dominated by men. Putting in place measures that facilitate access by women to public procurement can help women entrepreneurs break into this segment.**

For instance, in the **Republic of Korea** 5 per cent of products or services bought from public sector organisations must be purchased from female entrepreneurs, a practice introduced in 2014. Women-owned businesses also benefit from the simplified procedures in place for contacts with a value below 50 million WON (equivalent to approximately US\$ 47,000), more than double the value threshold for other entrepreneurs.

The 1994 Federal Act on Public Procurement (art. 8) stipulates that *“the contracting authority will only award a contract to a tenderer who guarantees the equal treatment of men and women providing services in **Switzerland** in respect of salary”*. For every offer, a member of the supplier's board must sign a declaration confirming that his/her company as well as its subcontractors and sub-suppliers respect several working conditions, including equal pay for work of equal value. According to the declaration introduced in 2016, suppliers and their first-level contractors with over 50 employees must provide evidence of how they monitor wage practices.

The **Dominican Republic** has policies in place to support public procurement from MSMEs, including from women-owned enterprises, and is one of the four countries in Latin America that supports procurement from women-owned enterprises (together with Dominica, Ecuador and Guatemala). The Inter-American Development Bank (IDB) worked with the government of the Dominican Republic to enhance the capacity of women-led MSMEs to participate in public procurement processes through, among other things, creating a database of women-led MSMEs for public institutions to choose from, and capacity building of women-led businesses through training.

Despite the introduction of 5 per cent quotas to enable women to access public procurement opportunities, in practice this does not always lead to the desired results. In the **United States of America**, Women Impacting Public Policy (WIPP) was established to help women entrepreneurs take advantage of this provision. They established the “Give Me 5” programme in collaboration with American Express OPEN to educate women entrepreneurs about how to access public procurement opportunities. The institution and its programme demonstrate the importance of tying together legislation, policy, education and advocacy to achieve results.

Sources: OECD (2014) Enhancing Women's economic empowerment through entrepreneurship and business leadership in OECD countries. <http://www.oregon.gov/boli/docs/Pay%20Equity%20Model-%20Switzerland.pdf> (last accessed 29 November 2018).  
<http://idbdocs.iadb.org/wsdocs/getdocument.aspx?docnum=EZSHA-RE-2098760580-3> (last accessed 29 November 2018).  
<http://www.oregon.gov/boli/docs/Pay%20Equity%20Model-%20Switzerland.pdf> (last accessed 29 November 2018).

## Home-based businesses

Box 15:

### Regulation of home-based businesses in the UK

**Home-based enterprises (HBE) are popular with women, particularly during the start-up phase, as a way of saving on capital investments or to manage domestic responsibilities better. Policies to support HBE as well as getting the HBE regulation right can therefore have a significant positive impact on women entrepreneurs.**

A **home-based enterprise** is a business that uses the space of the dwelling and the labour of the household to generate income. In 2014, legislation adopted in **England and Scotland** prescribed that entrepreneurs who run their business from home will enjoy certain tax breaks. Specifically, home businesses are supported by the government and it is now easier for people to start businesses from home: there is no requirement for new entrepreneurs to request planning permission to run a home-based business, most of these home-based firms do not have to pay business rates, while a new tenancy agreement makes it easier to run firms from rented accommodation.

By removing those barriers to running a home-based business, the UK government aimed to spur a surge of home-based entrepreneurs. This is helpful for women who wish to start their business particularly when they have children, as indicated by the recent study undertaken by the Federation of Small Businesses: the study showed that women owners of home-based businesses usually have more children than women owners of other businesses, while childcare considerations were cited more frequently by women than by men (19 per cent against 7 per cent) as a reason for operating from home.

Sources: <https://www.businessgatewayfive.com/news/home-businesses-get-unexpected-boost-government-strives-create-more-entrepreneurs> (last accessed 29 November 2018).

For more information, visit: <https://www.gov.uk/simpler-income-tax-simplified-expenses/working-from-home> (last accessed 29 November 2018).

<https://www.gov.uk/expenses-if-youre-self-employed> (last accessed 29 November 2018).

<https://www.freeagent.com/guides/expenses/business-use-of-home/> (last accessed 29 November 2018).

## Childcare

Box 16:

### Fiscal incentives to promote access to childcare

**Several countries have used tax instruments to facilitate families' access to childcare. See some examples below:**

**Tajikistan:** The government reduced the VAT rate for private operators of childcare services thus increasing access to quality childcare services, which is also meant to have a positive impact on women's ability to access economic opportunities as a result of freed-up time.

**United Kingdom:** Have implemented working tax credits, which provide tax breaks for families using private childcare facilities for up to 30 hours per week.

**Mauritius:** The government provides non-tax benefits to parents and makes childcare payments tax deductible.

**Mexico:** The government enacted a new law that makes payments for childcare tax deductible.

Source: <http://wbl.worldbank.org/~media/WBG/WBL/Documents/FactSheets/WBL2016-Providing-Incentives-to-Work.pdf>

Box 17:

### Childcare provision in Denmark

**Policies to support childcare can take many forms. The Danish example presented here uses a combination of policy instruments to support families in managing their childcare needs.**

**The case of Denmark** is an example of an integrated approach to supporting childcare: the government has put in place several different measures that together contribute to assisting families with childcare responsibilities. A system of non-transferrable paternity leave ensures that women do not end up staying off work longer by using up their partner's share of leave; tax breaks for private companies encourage them to support different childcare schemes including in-house provision; a voucher system provides parents with a choice of where to obtain their childcare; and an emergency childcare network takes the pressure off women with no family or community-based support system.

Source: <http://www.oecd.org/education/school/2475168.pdf> (last accessed 29 November 2018).

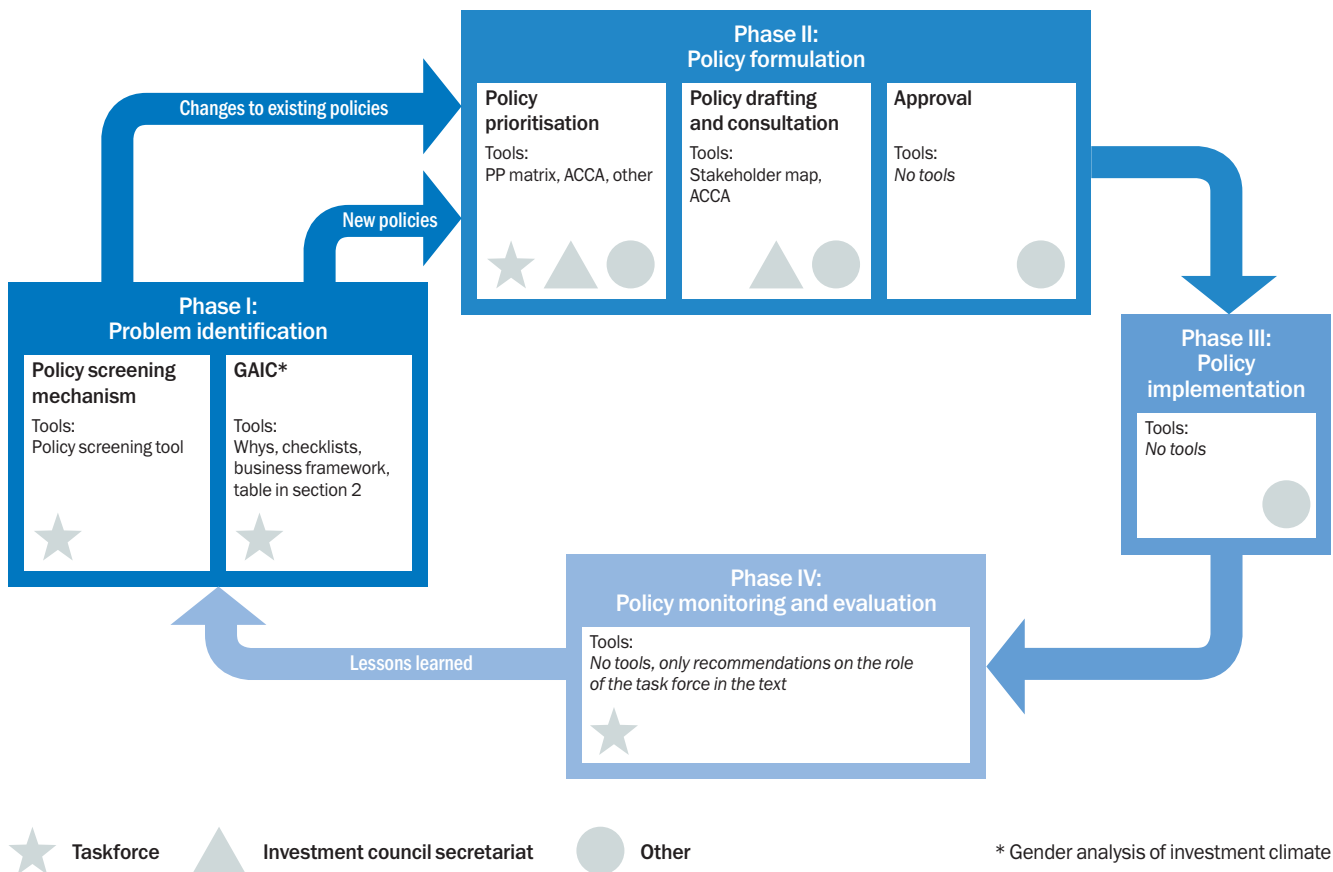
# 4. How to design gender-responsive investment climate policies in Tajikistan

## 4.1. The policy reform cycle in Tajikistan

Chart 1 below provides a representation of a gender-responsive investment climate policy cycle adapted to the case of Tajikistan. It identifies the main entry points for gender analysis and advocacy in the reform cycle, as well as the critical actors that can play a role in making policies work for women entrepreneurs at different stages, indicating as well which tools they can use.

This section describes in detail the process to integrate gender in each of the phases, with a particular focus on Phases I and II: identification and formulation as these are where the best opportunities to “get policies right for women entrepreneurs” are. For each phase, the toolkit presents the objectives, critical stakeholders leading the process and those supporting it (specifically in Tajikistan), tools that they can use, and general recommendations for that phase.

Chart 1: Gender-responsive investment climate reform cycle in Tajikistan



### 4.1.1 Phase I: Problem identification: gender assessment of the investment climate

Figure 1:  
Identifying the problem



#### What (Objectives)

This phase probably represents the most important opportunity in the policy cycle to integrate women entrepreneurs' needs and interests into policy formulation. The key objective of this phase is to identify changes needed to existing policies to make them more gender responsive or to identify new policies and maximise their support to women entrepreneurs.

This is achieved by undertaking any of the two following tasks: gender policy screening or gender assessment of the investment climate (GAIC), depending on the stage of the reform. If it is early in the reform process and the policy has not been drafted/formulated, a GAIC should be conducted using the tools presented in this toolkit. If engagement comes late in the process and there is already a law/policy in an advanced stage of development, policy screening is a more effective strategy (see Tool 1.1).

- **Gender policy screening (Tool 1.1):** Screening specific policies from a gender perspective in order to identify whether and how they are or could (if it's a policy in the making) directly or indirectly impact women entrepreneurs disproportionately.
- **Rapid gender assessment of the investment climate (GAIC) checklist (Tool 1.2):** Conducting GAIC to identify legal and regulatory factors that make it more difficult for women to start and run businesses in the country.

#### Who (Stakeholders)

- For the GAIC, the Taskforce on Women Entrepreneurship and the Investment Council Secretariat are the main actors, with the Taskforce in the driving seat.
- For the policy screening process, the Taskforce on Women Entrepreneurship is the main actor.
- Other actors who can support the process include members of parliament.

#### Box 18:

### An expanded role for the Taskforce of Women Entrepreneurship in Tajikistan

(based on regional best practice)

The taskforce is in a key position to be able to take on the responsibility of ensuring that all investment climate related policies, regulations, laws and degrees that are introduced by law are reviewed from a gender perspective in terms of differentiated impact on men and women. The role of the Taskforce should be revised to include the objective of undertaking **gender policy screening** of any new initiative related to the investment climate that has been submitted for approval to the relevant decision-making body. A mechanism, similar to the one in the Kyrgyz Republic (see section 3), but applying to investment climate reforms, could be established, implemented by the Taskforce. Prospective reforms should be the subject of discussion during a Taskforce meeting, and recommendations based on that discussion should be annexed to the draft legislative document during the approval process. In addition to this, the taskforce could consider establishing a simplified mechanism for **policy monitoring** as part of its mandate such as being the recipient of progress reports for key policies it has advocated for.



## How (Tools and general considerations)

Tool	Description
<b>Tool 1.1</b> <b>Gender policy screening tool</b>	This set of questions will help screen current policies or legislation from a gender perspective and assist you in anticipating potential disproportionate positive or negative impacts on women entrepreneurs.
<b>Tool 1.2</b> <b>Rapid GAIC checklist</b>	This tool will help conduct a rapid gender assessment of the investment climate by looking at the potential impact of that investment climate on women-led businesses through a list of questions. As a framework, it can also be used to structure conversations with experts.
<b>Tool 1.3</b> <b>“The 5 whys”</b>	An iterative interrogative technique that can help you define the problem, particularly by exploring the underlying cause and effect relationships. While not gender specific, this tool can help explore the nature of a given situation or problem, and gain a better understanding of the issue, and it is very useful during the identification phase in the context of any GAIC.
<b>Tool 1.4</b> <b>Gender business process framework</b>	A useful demand-side approach to understanding the task environment of the entrepreneur. When used in conjunction with Resource 1.1 it is a great instrument to identify barriers that women entrepreneurs encounter during the business cycle and across business dimensions.
<b>Table 1</b> <b>Gender impact of investment climate in Tajikistan across business areas (2017)</b>	This resource presents a summary of the findings of the Tajikistan GAIC conducted by the EBRD in 2017 across business areas and dimensions. As such, it provides a snapshot of investment climate barriers that women find in Tajikistan throughout the business cycle.
<b>Resource 1.2</b> <b>GAIC snapshot</b>	A summary of the GAIC 2017 in the form of a single-page table, this resource offers critical information about the situation of women entrepreneurs in Tajikistan and the regulatory obstacles that they encounter.
<b>See full descriptions of the tools in section 5.</b>	

### General considerations for this phase

When conducting a GAIC, the type of GAIC will depend on the amount of resources available, including time. Sometimes, it is more important to provide input, even if imperfect, to the policy process at the right time, than to conduct a fully fledged gender analysis which arrives too late to influence the reform process. Tools 1.2 and 1.3 in this toolkit (the rapid GAIC tool and the gender business process framework) provide a way to conduct a GAIC relatively quickly and help you identify the critical gender issues at a given time and feed them quickly into the policy identification and formulation process.

If more time and resources are available, the considerations below can help you conduct a more robust GAIC, and tools such as 1.4 can be used in that process. Overall, the GAIC should aim to gather information to provide answers to the three following questions:

- What are the main investment climate constraints affecting small businesses?
- What are the regulatory bottlenecks affecting sectors where women-led businesses are highly present or sectors which could present many opportunities for the development of women-led businesses?
- What are the legal and regulatory bottlenecks specifically affecting women-led businesses?



## 4.1.2 Phase II: Policy formulation

The key objective of this phase is to amend and improve existing policies or draft new policies to address gaps or address some of the problems identified in by the GAIC in phase I. Three steps are envisioned as part of this process:

- Identify the priorities from the wide range of issues that might have arisen in phase I.
- Negotiate and draft the policy/reform within the framework based on an inclusive and transparent consultation process.
- Obtain the necessary approvals to ensure that the policy passes into law.

Figure 2:  
The policy formulation process



### Policy prioritisation

#### What (Objectives)

The key objective of this phase is to identify the key priorities to push for out of the wide range of issues that might have arisen in phase I.

#### Who (Stakeholders)

- Many stakeholders participate in the process of policy prioritisation. A body such as the **Taskforce for Women Entrepreneurship**, which includes representatives from all spheres of society with an interest in supporting women entrepreneurship, would be an ideal forum for technical discussion and prioritisation of policies to support women entrepreneurship.
- The Taskforce can then make recommendations to other institutions such as the **investment council, members of parliament** or specific **ministries** for them to advocate for specific reforms.

#### How (Tools)

The decision to select one policy over another as a priority to push for reform depends on many factors, including its potential ability/impact to achieve the desired outcome (support women entrepreneurship in Tajikistan/specific aspects of it) but also, the likelihood of this reform moving forward depending on the resources available or political support (political economy of the reform). Below you can find tools to address those dimensions during the process of establishing policy priorities.

The results of the GAIC in phase I are the starting point of the prioritisation exercise in phase II. Ideally, during the GAIC, a number of areas for reforms, specific reforms and specific changes to existing policies and laws to support women entrepreneurship will have been identified. Tool 2.1 will help you rank them according to their impact on supporting women entrepreneurship and their short/medium/long-term importance. In parallel to this, tools 2.3 and 2.4 can help to bring the political economy of the reform into the picture and identify critical stakeholders and their potential support of/opposition to the reform as well as whether they have the necessary authority to ensure that reform or policy change can happen.

Tool	Description
<b>Resource 1.1</b> <b>Ranking opportunities for gender reform</b>	Several opportunities for reform were identified as part of the GAIC undertaken by the EBRD in 2017. This tool helps rank them for priority setting.
<b>Resource 1.2</b> <b>The GAIC reform thermometer</b>	The GAIC reform thermometer provides an example of how to communicate priorities for reform to different stakeholders in a compelling way.
<b>Resource 1.3</b> <b>Stakeholder mapping</b>	A tool that helps to undertake stakeholder analysis and assess the impact of a policy on relevant parties and their level of acceptance and support for reform.
<b>Resource 1.4</b> <b>ACCA model</b>	ACCA stands for <i>Awareness–Comprehension–Conviction–Action</i> . This model is a tool to help you understand how to improve the levels of engagement from key stakeholders to leverage support for the reform and minimise opposition.
<b>See full descriptions of the tools in section 5.</b>	

## Policy consultation and approval

### What (Objectives)

Following prioritisation, and drafting, consultation and coalition building towards approving the reform are essential. The key objective is to build a coalition of actors to support the policy or reform. Ideally, a number of key stakeholders will have already been part of the discussions during the prioritisation exercise but once the policy/reform is drafted, a new stakeholder analysis and new round of stakeholder engagement is needed in order to “socialise” the new policy and obtain the necessary support for it to be approved.

### Who (Stakeholders)

- The leading ministry in charge of the policy together with the investment council secretariat are the leading actors in this stage.
- Secondary but critical actors include all those who can either support or oppose the reform including MPs, business associations – including women’s business associations – sectoral bodies affected by the reform and so on.

### How (Tools)

Both the stakeholder mapping and the ACCA model tools are excellent instruments to support the consultation/ socialisation/legitimation process around the reform in the run up towards seeking adoption. In addition, it is important to:

- identify key points for consultation early on (potential contentious points) and discuss them at length with those affected
- present a business case when advocating for the reform with government departments
- ensure that there is enough support by critical stakeholders, such as women in business associations
- disseminate information about the proposed legislation to all stakeholders in a clear and concise manner; consider developing a communications plan to lead the legitimisation process.

Tool	Description
<b>Resource 1.3</b> <b>Stakeholder mapping</b>	A tool that helps to undertake stakeholder analysis that is, to assess the impact of a policy on relevant parties and their level of acceptance and support.
<b>Resource 1.4</b> <b>ACCA model</b>	The ACCA Model stands for <i>Awareness–Comprehension–Conviction–Action</i> . This is a tool to help you understand how to improve the levels of engagement from key stakeholders to leverage support for the reform and minimise opposition.
<b>Resource 1.5</b> <b>Actors and roles across the policy cycle in Tajikistan</b>	This resource presents a number of critical actors in the gender-responsive policy cycle in Tajikistan, and their potential role at different stages of the policy making process.
<b>See full descriptions of the tools in section 5.</b>	

### 4.1.3. Phase III: Policy Implementation

#### What (Objectives)

Policy implementation is an important step in the policy reform cycle. In fact, in many countries, including Tajikistan, unequal gender outcomes of policies and laws are the result of implementation failures rather than the design of the law/reform itself. Implementing laws, reforms and policies in a gender-responsive way means that implementation needs to ensure that objectives are met without unintended consequences which affect women and their businesses disproportionately.

#### Who (Stakeholders)

The key stakeholder is usually the leading sector government agency or ministry implementing the reform.

#### How (Tools)

At this stage, it is important to ask the following key questions:

- Have the implementing parties received adequate information, advice and training on the objectives and rationale for the new law, reform or policy?
- Have the implementing parties received information, advice and training on gender, including expected positive gender outcomes and potential negative effects on women entrepreneurs and their businesses?

If resources are available and if the piece of legislation/reform is likely to have a high (either positive or negative) impact on women entrepreneurs, building the understanding of implementers and enforcers on gender issues might be a cost-effective strategy to ensure a gender-responsive outcome of the reform.

One way to possibly mitigate potential negative gender impacts is to build in accessible feedback mechanisms to deal with difficulties and potential problems. This mechanism needs to be accessible to all, particularly women entrepreneurs. Regular consultation with critical stakeholders such as women in business associations, are another control measure to ensure adequate implementation.

### 4.1.4. Phase IV: Monitoring and evaluation

#### What (Objectives)

The key objectives of the policy monitoring and evaluation phase as part of the policy cycle are two-fold:

- assess progress towards achieving policy aims and objectives
- hold those responsible for the delivery of the policy accountable during the implementation phase.

#### Who (Stakeholders)

- The leading actor in charge of monitoring will be the implementing agency.
- A number of actors, particularly from civil society, have a role to play in holding the implementing agency accountable (for example civil society organisations (CSOs), business associations, and so on).
- The taskforce could consider establishing a simplified mechanism for policy monitoring as part of its mandate (for example receiving progress reports for key policies it is pushing for).

#### How (Tools)

A baseline is essential to be able to fulfil monitoring functions. However, building a baseline, especially if it requires sex-disaggregated data, which are not available, might be costly. When possible consider more cost-effective, “second-best” options, based on existing reports and secondary sources.

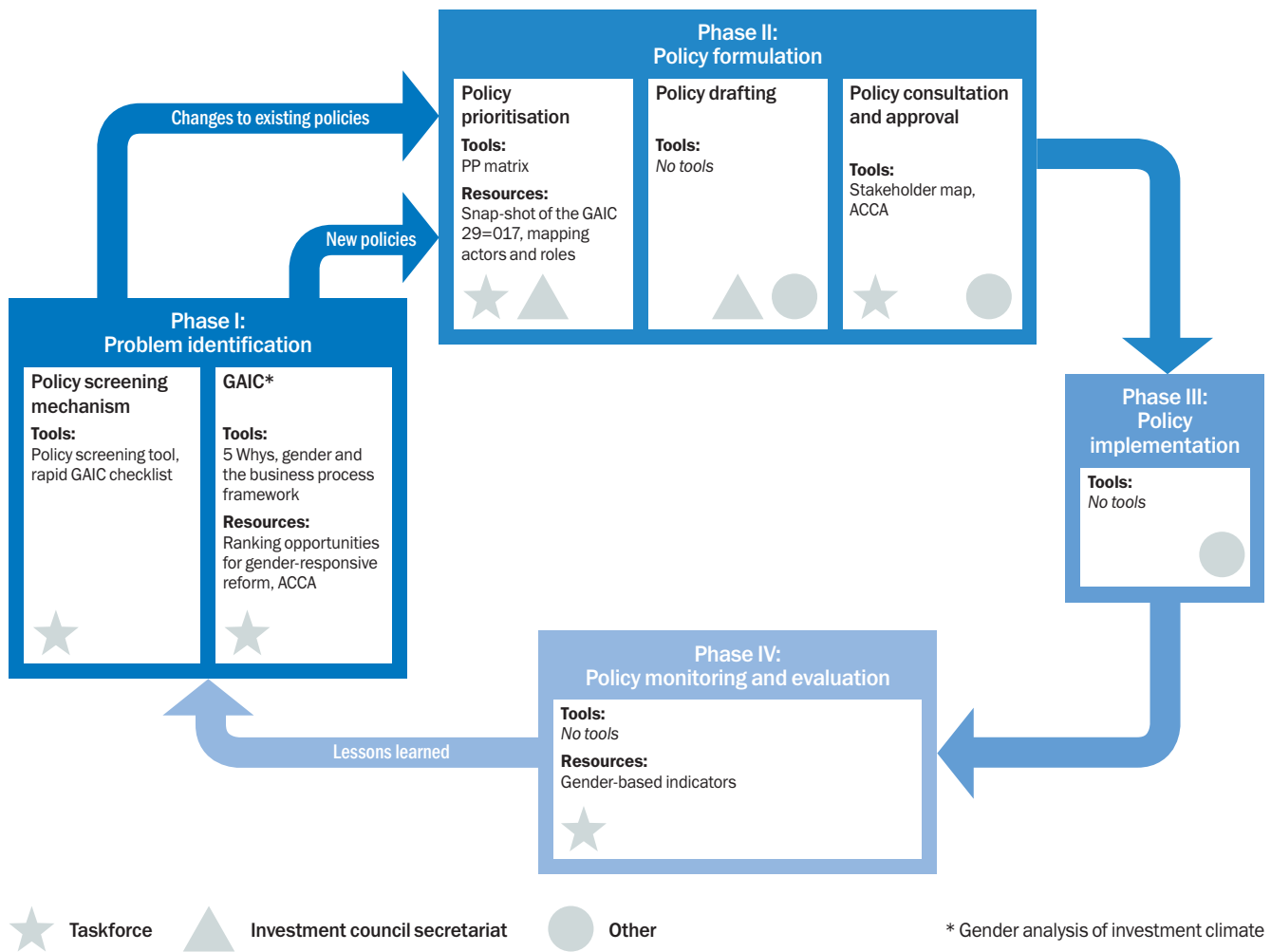
Tool
<b>Resource 1.6</b> <b>Gender indicators for the investment climate</b>
Description
Use a resource with examples of impact indicators related to gender dimensions of the investment climate can as inspiration/as a menu of indicators for monitoring and evaluation.
<b>See full descriptions of the tools in section 5.</b>

Evaluation, and in this case *gender impact evaluation* of the policy in question, is also an important element of a gender-responsive policy cycle to help assess the policy’s impact on women entrepreneurs, as well as help distil lessons learned to inform future policy reform efforts. However, this can be costly and is probably only worthwhile in the case of few, selected reforms.

Evaluation should always include a learning component to help identify the lessons learned, focused on identifying the results and subsequent impact of any policy, law or reform. The most critical element to conduct a good evaluation is having a baseline and indicators to capture the impact of the policy on women entrepreneurs. See Resource 4.1 for examples of what to measure.

# 5. Tools and resources for a gender-responsive investment climate in Tajikistan

Figure 3:  
The policy cycle



## Tool 1.1 Gender policy screening mechanism

### When in the policy cycle?

Phase II: Policy formulation (during consultation and prior to approval of policy reform).

### What is it?

The gender policy screening mechanism is a filtering tool to assess whether proposed reform considers the needs of men and women entrepreneurs equally and to identify potential risks/disproportionately negative impacts of the reform on women-led businesses. This tool can be applied to both policy/legislation in the making and existing policies.

### How to use it?

#### Step 1.

#### Review the draft reform and assess its potential impact

on women entrepreneurs using the checklist below. This can take place through a multi-stakeholder discussion in the context of one of the **meetings of the Taskforce for Women Entrepreneurship Support** or as a stand-alone process including the relevant actors with an interest in the proposed reform.

### Checklist

- Q1.** What is the purpose of the planned policy?
- Q2.** What is/are the main target group/s of the proposed reform? *(If sector-specific reform such as handicraft law, tourism reform answer Q3, otherwise move to Q4)*
- Q3.** How do women participate in that sector?
  - Q3.1.** What percentage of the sector labour force consists of women?
  - Q3.2.** In which steps of the sector's value chain are women-led businesses more present?
  - Q3.3.** What types of jobs and businesses do women have in the sector? Are they predominantly formal/informal? Are they predominantly patent holders or other types of business?
- Q4.** What are some of the obstacles that women-led businesses find, which could constrain women's ability to benefit fully from a potential reform of the sector?
  - Q4.1.** Do women-led businesses lack access to finance and/or collateral? If so, how can this impact their ability to benefit from the proposed reform?
  - Q4.2.** Do women-led businesses lack access to information/networks/education? If so, how can this impact their ability to benefit from the proposed reform?
  - Q4.3.** Do women-led businesses lack time because of limited childcare and domestic responsibilities? If so, how can this impact their ability to benefit from the proposed reform?
  - Q4.4.** Are women-led businesses primarily informal? How can this impact their ability to benefit from the proposed reform?
  - Q4.5.** Are women influenced in some way by social and cultural norms in the way they operate their businesses? If so, how can this impact their ability to benefit from the proposed reform?
- Q5.** Based on the information in Q3 and Q4, what is the anticipated impact of the reform on women-led businesses?
  - Q5.1.** Do you anticipate any disproportionately negative impact of the reform on women-led businesses? What? How?
  - Q5.2.** Do you anticipate any disproportionately positive impact of the reform on women-led businesses associated with addressing any of the barriers that women entrepreneurs face in establishing and operating their businesses (see Resource 1.1)?

## Step 2.

### Decide whether to support, amend or reject the draft reform.

- Q6.** Based on the above, you can assess the **level of potential impact** of the proposed reform on women-led businesses as **high, medium or low positive or negative impact**, for example by using some of the categories below. That will prompt your decision to either support with no changes, amend or reject the current proposal.

Impact	Action
<p><b>High positive impact:</b> The reform directly addresses one of the main barriers limiting women entrepreneurship and/or introduces measures specifically supporting women entrepreneurs.</p>	Support with no changes or support with minor changes
<p><b>Medium impact:</b> The reform improves conditions in a sector which is important for women's employment/businesses but misses opportunities to include relevant measures targeting women-led businesses.</p>	Amend
<p><b>High negative impact:</b> The reform will result in a significant increase of gender inequality in terms of access to resources that are essential to women-led businesses; and/or will exacerbate current problems/barriers that restrict women's entrepreneurship.</p>	Reject

## Step 3.

### Develop and submit a memorandum.

- If the decision is to amend the proposed reform, the memo will have to (i) present the rationale for the amendment (outlining the potential negative impacts/missed opportunities); and (ii) make specific proposals to make the reform gender responsive by either mitigating possible negative impacts or proposing new actions. Resource 1.1, as well as the best practices section of this toolkit, provide examples of proposals to improve different aspects of the investment climate for women entrepreneurs.

### Taking it further

If, following the gender impact assessment, the draft legislation/policy reform is considered to pose a high risk to women entrepreneurs' economic activities, it is a good idea to seek gender technical expertise from a short-term consultant to strengthen the rationale and present a good case to "reject or significantly amend the proposal".

## Tool 1.2 Rapid GAIC checklist

### When in the policy cycle?

Phase I: Policy identification.

### What is it?

The rapid GAIC is a checklist to help you identify the ways in which legal and regulatory factors may make it more difficult for women to start and run businesses.

### How to use it?

The rapid GAIC tool is for use in the absence of enough time/resources to conduct a detailed GAIC through research. The objective is to answer the questions below in the most cost-effective manner. For that purpose, one can use the review of secondary information/already published reports, existing data sets and/or interviews with key informants (including women entrepreneurs themselves). This can also take the form of a facilitated discussion during one of the meetings of the taskforce, provided that key members with expertise/interest in that reform are present.

### Checklist

- Q1.** What is the **purpose** of the planned policy/law/reform?
- Q2.** What is/are the main **target group/s** affected by the proposed reform?
- Q2a.** Within those groups, are there different sub-groups of men and women? For example, within handicraft businesses, is there an association of women working on handicraft manufacturing?
- Q3a.** What are some of the possible negative impacts for women-led businesses in the following areas? (See Resource 1.1)
- Setting up and registering a business.
  - Accessing finance.
  - Finding premises (land use and property rights).
  - Understanding how to pay taxes, impact of other monetary and fiscal policies.
  - Complying with regulatory and standards bodies.
  - Finding customers and accessing markets.
  - Importing and exporting.
  - Enforcing contracts and resolving disputes.
  - Changing the legal status or closing a business.
- Q3b.** If a sector-specific reform, how do women participate in that **sector**?
- What percentage of the sector's labour force are women?
  - In which steps of the sector's value chain are women-led businesses most present?
  - What types of jobs and businesses do women have in the sector? Are they predominantly formal or informal? Are they predominately patent holders or other modalities of business?
- Q4.** What are some of the **obstacles** that women-led businesses find, which could constrain their ability to fully benefit from a potential reform of the sector?
- Q4.1.** Do women-led businesses lack access to finance and/or collateral? If so, how can this impact their ability to benefit from the proposed reform?
- Q4.2.** Do women-led businesses lack access to information/networks/education? If so, how can this impact their ability to benefit from the proposed reform?
- Q4.3.** Do women-led businesses lack time because of limited access to childcare and increased domestic responsibilities? If so, how can this impact their ability to benefit from the proposed reform?
- Q4.4.** Are women-led businesses primarily informal? How can this impact their ability to benefit from the proposed reform?
- Q4.5.** Are women influenced in some way by social and cultural norms in the way they operate their businesses? If so, how can this impact their ability to benefit from the proposed reform?
- Q5.** Based on the information in Q3 and Q4, what is the **anticipated impact** of the reform on women-led businesses?
- Q5.1.** Do you anticipate any disproportionately negative impact of the reform on women-led businesses? What? How?
- Q5.2.** Do you anticipate any disproportionately positive impact of the reform on women-led businesses after addressing any of the barriers that women entrepreneurs face in establishing and operating their businesses (see Resource 1.1)?



## Tool 1.3 “The five whys”

### When in the policy cycle?

Phase I: Problem identification/GAIC.

### What is this tool?

“The five whys” tool is an iterative, interrogative technique that can help define the problem, through uncovering the cause and effect relationships underlying the issue at hand. The tool is simple, but effective, and helps determine the cause of a problem by repeating the question “Why?”, where each answer constitutes the basis for the next question, until asking additional “Why?” questions produces no more useful responses.

### How to use it?

Begin with your first iteration of the issue. State the problem as clearly as you can. For example, “It is difficult for women to register their businesses in Tajikistan”. Now ask the question “Why is this?” and record your answers in the table below.

Possible answers are: “Women don’t know how to register a business”, or “It makes no financial sense for them to register the business” and so on.

Taking each answer in turn, dig deeper. For example, “Why don’t women know how to register a business?” → “Because they do not have access to the necessary information”. “Why don’t they have access to the necessary information?” → “Because they don’t know the right people who will provide them with this information in a clear and digestible format.” → “Why don’t they have the necessary networks?” and so on.

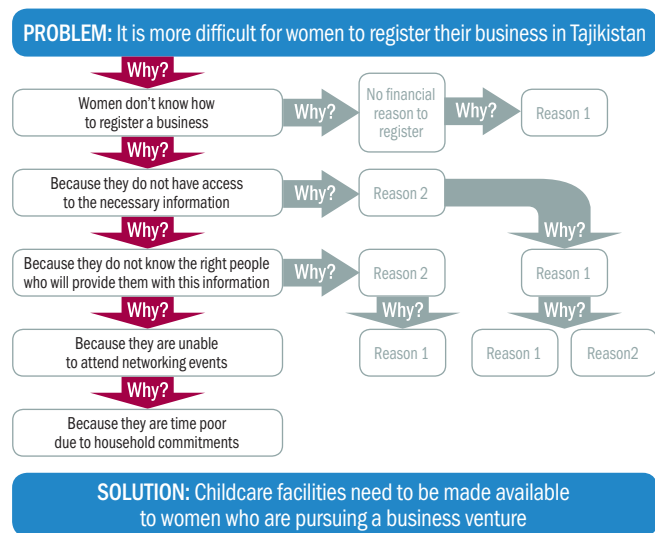
You might also substitute the question “Why?” with the question “How?” Using this tool will help you address questions (a) and (b) in Step 1.

Table 1:  
The five “whys”

Question	Answer 1	Answer 2	Answer 3
Why does this happen?			
Why does this happen?			
Why does this happen?			
Why does this happen?			
Why does this happen?			

Chart 2:

### Using the five “whys” to identify the underlying causes



### Taking it further

You can use this approach on your own as shown, or you may work through the questions with a group of colleagues or stakeholders. One interesting approach is to have different groups of stakeholders complete their own tables before coming together to review them and look for common ground.

## Tool 1.4 Gender and the business process framework

### When in the policy cycle?

Phase I: Problem identification/GAIC.

### What is this tool?

This tool provides a map/itinerary of the entrepreneur's journey when setting up, operating and expanding his/her business. As such, it helps policymakers understand the specific experiences of women entrepreneurs better. The tool provides a framework for analysing the investment climate by breaking it up in different tasks that need to be performed by

the business owner. Having a clear overview of the business process from setting up a business until business closure is important for the policymakers, to make the link between each task group and the relevant aspects of the legal and regulatory environment. Use it as a framework to structure conversations with experts during the policy making cycle.

Step in the business process	List of relevant laws and regulations	How are SMEs affected?	How may women-led businesses be affected differently and why?	Initiatives to address them (optional)
Setting up and registering a business				
Accessing finance				
Finding premises, land use and property rights				
Understanding and paying taxes, impact of other monetary and fiscal policies				
Complying with regulatory and standards bodies				
Finding customers and accessing markets				
Importing and exporting				
Contracts, Enforcing contracts and resolving disputes				
Changing legal status or closing a business				

### How to use it?

For an overview of how the investment climate affects women, you can fill in the whole matrix. For specific areas of reform you can focus on the relevant steps (rows of the matrix). For example, if you are assessing a business closure reform, first, list all laws, norms and regulations that are relevant to business closure in order to have a complete overview of aspects related to the legal and regulatory environment. Then consider each of these in turn, identifying the impact on business, and on small and medium enterprises in particular.

Afterwards, take the analysis a step further, by looking at how this impact might be different, or more marked, in the case of women-led businesses. Try to be as specific as possible. Much of the information gathered so far will help to inform this analysis.

### Taking it further

You may decide to stop once you have identified the element of the task environment, considered the laws, regulations and norms, and analysed the impact of the investment climate. Or you may go one step further, and review your list, adding a column to write down some initial ideas as to potential reforms that might improve the policy environment for women entrepreneurs.

You can revisit this framework periodically and assess to what extent there have been changes. It is also a useful framework for you to use to highlight examples of best practice that you have implemented in recent years, together with an illustration of how they have improved the task environment for women entrepreneurs.

## Resource 1.1 Ranking opportunities for gender-responsive reform

### When in the policy cycle?

At the beginning of Phase II.

### What is this tool?

This is a tool to help identify which reforms to prioritise based on their impact on potential support for women entrepreneurs.

### How to use it?

Rank each proposed reform as very high, high or medium (expected) impact according to the definitions below:

- Very high positive impact:** the suggested reform
  - Addresses directly one of the main barriers limiting women's entrepreneurship
  - Introduces measures specifically targeting women
- High positive impact:** the suggested reform
  - Improves conditions in a sector which is important for women's employment;
- Medium positive impact:** the suggested reform
  - Benefits both women and men entrepreneurs but due to their specific characteristics (being smaller, with fewer employees, lower turnover, predominantly informal and so on) women-led businesses will benefit more than men-led businesses.

### Taking it further

Create your own **GAIC thermometer** by making a visual map of your reforms using different colours according to the expected impact (see example below). Use it to communicate priorities to other stakeholders during advocacy and policy dialogue to promote reforms.

## Resource 1.2 The GAIC reforms thermometer

Reform	Rating	Explanation of the rating (optional)
Reform to establish quotas for women-led businesses in public procurement	Very high	It targets a sector which could be important for women's employment and establishes measures targeting women
Land reform (to allow jointly held property)	Very high	It directly addresses one of the main barriers limiting women entrepreneurs
Improve regulation on childcare	Very high	It directly addresses one of the main barriers limiting women entrepreneurs
Introduction of legislation to allow for movable collateral	Very high	It directly addresses one of the main barriers limiting women entrepreneurs
Tax breaks for women-led businesses in the handicraft sector	Very high	It targets a sector which could be important for women's employment and establishes measures targeting women
Handicraft law (with no specific measures for women-led businesses)	High	It targets a sector which is important for women's employment
Tourism sector reform	High	It targets a sector which is/could be important for women's employment
Simplification of regulation for home-based businesses	High	It targets a sector which is important for women's employment
Regulation of cooperatives	High	It targets a sector which is important for women's employment
Introduction of a one-stop-shop for business registration	Medium	Will impact all entrepreneurs but will impact women-led businesses more positively because of the nature of their businesses
Reform to introduce e-banking	Medium	Will impact all entrepreneurs but will impact women-led businesses more positively because of the nature of their businesses
Improving clarity of tax code	Medium	Will impact all entrepreneurs but will impact women-led businesses more positively because of the nature of their businesses

## Resource 1.3 Stakeholder mapping

### When in the policy cycle?

Throughout the policy cycle, but recommended to use it as early as possible, during Phase I: policy formulation.

### What is this tool?

Establishing broad-based stakeholder involvement constitutes best practice in developing gender-responsive investment climate reform. It involves identifying and bringing on board all organisations and institutions that must buy into the need for the proposed reforms and have an interest or stake in the policy, or wield power that can facilitate or hinder policy development and implementation. This tool provides you with a structured approach to identifying stakeholders and ways to approach them. Chart 3 identifies several common stakeholders you could approach.

### How to use it?

#### Step 1.

**Mapping stakeholders.** First, brainstorm to identify all potential stakeholders, casting as wide a net as possible. In the diagram to the right, each bubble represents a typical stakeholder category, but there is a need to be more specific than this. Entries may include organisations, or specific positions, or the names of specific individuals. They include both women-oriented stakeholders and mainstream stakeholders.

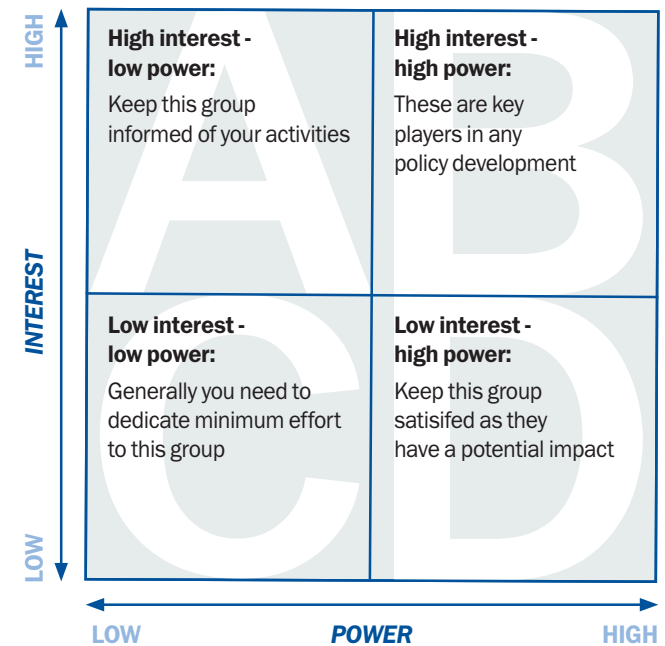
Chart 3:

### Possible stakeholders



Chart 4:

### Stakeholder interest and power



#### Step 2.

**Assessing interest and power.** Once there is a list of stakeholders, the next step is to evaluate them in terms of their current degree of interest in your policy and in terms of the degree of power or influence they have in one or more phases of the policy making and reform cycle. Then map the position of each stakeholder in the matrix on the left. Bear in mind that at this stage you are looking at the current situation, which may be subject to change. Each stakeholder will fall into one of the following four boxes, represented visually in Chart 3 (left).

Box A includes stakeholders with a great interest in what you are doing but have low power and influence. Certainly you need to keep close to this group, ensuring they are kept informed about any policies or reforms under development and seeking their feedback. For example, these may be the very women entrepreneurs whom the proposed reforms will affect.

Box B includes those stakeholders with high interest and high power, who are critical for success. You need to ensure that they are on board, as they are likely to be key players.

Box C includes those potential stakeholders who have neither great influence nor great interest in the current process and are, therefore, generally the least important group for you to engage with.

Box D includes those stakeholders, who, although they hold power and therefore potential influence on the reforms you want to bring about, are currently unaware or uninterested in the current process. As a minimum you will need to ensure that this group is satisfied with what you are doing and unlikely to oppose you. At best, you might be able to work towards bringing some of them over on to your side.

**Step 3.**

**What needs to change?** Now that you are clear about the current stakeholder landscape, you may think about whether this map needs to change. Are there key stakeholders with great potential power and influence that are currently unaware of what you want to achieve? Or worse, do they have both high power and interest but feel that your proposed reforms are unnecessary?

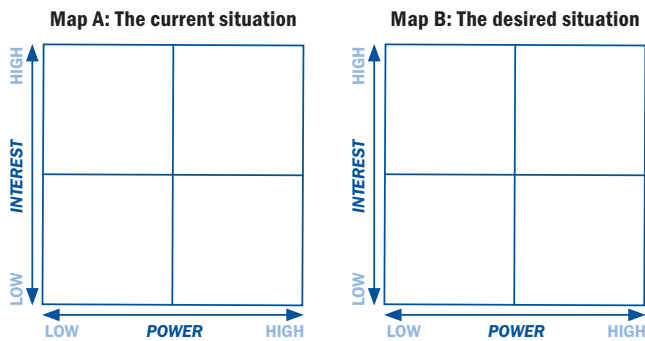
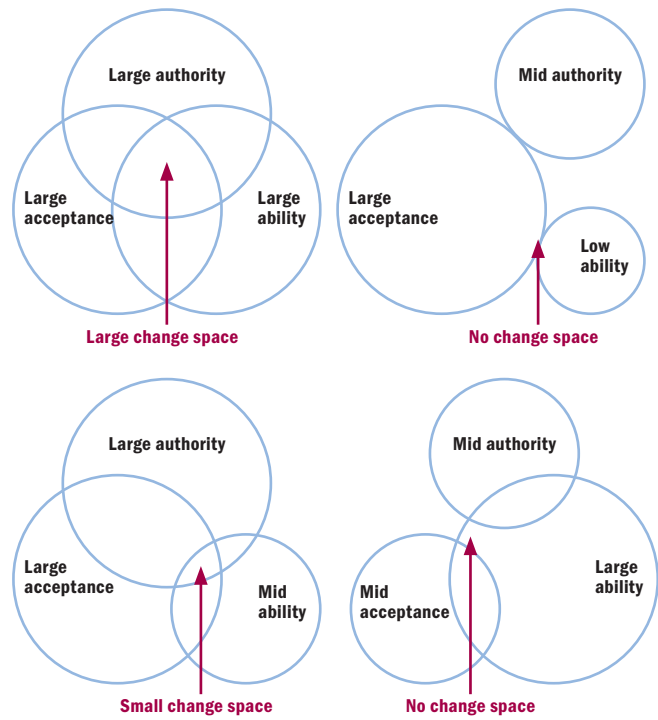
**Step 4.**

**Desired outcome.** Carry out a second mapping exercise in which you reflect the desired situation. Look at the stakeholders that you need to influence in order to move them into the desired box in the matrix.

**Step 5.**

**Engagement strategies.** Once you have your second map, develop strategies to ensure that you achieve your goals in terms of influencing key stakeholders.

Chart 5: Understanding the change space



**Taking it further**

Stakeholders will vary, depending on the focus or nature of the reform or policy in question. In addition, at each of the four steps of the policy and reform cycle, the importance and interest of a particular stakeholder may vary. So you may wish to repeat the exercise for each of the four stages and act accordingly to reach your desired stage of stakeholder involvement.

## Resource 1.4 Building stakeholder engagement through the ACCA framework

### When in the policy cycle?

All steps of the policy reform cycle, most effective in Phase II.

### What is this tool?

The ACCA Framework stands for Awareness–Comprehension–Conviction–Action Framework. It helps you understand how to improve the levels of stakeholder engagement. This is a useful tool to use once stakeholder mapping is complete (see Tool 2.2) to enhance stakeholder engagement through better buy-in and commitment.

### How to use it?

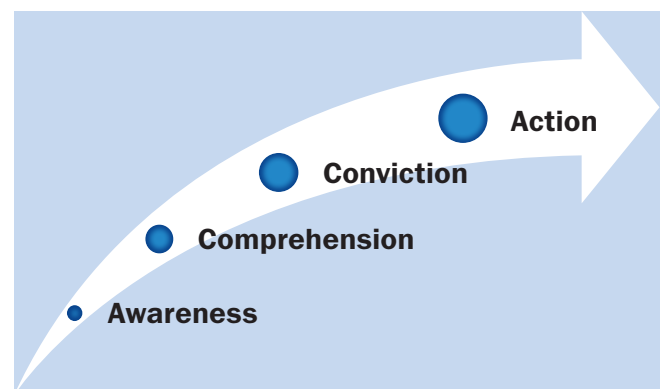
The framework helps you to develop the best strategies for ensuring stakeholder engagement.

1. When stakeholders are unaware of the need for gender-sensitive policies and reforms, it is important to introduce them to the idea slowly. There is often a preconception that if the country has legislation in place ensuring gender equality, then there is no problem. This attitude can lead to “gender blindness” and a failure to realise that other factors can influence the investment climate.
2. Use research to attract the attention of stakeholders with eye catching facts and figures, examples and case studies. Think about the media and which channels you might use to reach your potential audience. → **Awareness.**
3. Once you have raised awareness, it is possible that the need for the creation of a gender-sensitive investment climate might still not be taken as seriously as it should be. At this point, you need to draw on examples of best practice, which enable you to show that the implementation of gender-sensitive policies and programmes has resulted in the economic empowerment of women, and ultimately economic growth. Essentially, what you are trying to do here is give rise to an “Aha!” moment where the stakeholder realises that this issue may be more important than it at first appears to be. → **Comprehension.**
4. Once a given stakeholder has understood the relevance and importance, the next challenge is to move him or her on to really being convinced and encouraging a desire to do something about it. Essentially, the critical motivator here is finding a way of demonstrating relevance to the stakeholder as an individual or his/her organisation. This begins to turn the issue into something personal. → **Conviction.**
5. To move someone who has generally bought into the idea to action, it is important to find the “hot” button or critical motivator. This may involve helping the stakeholder to identify a benefit “what’s in it for me?” Alternatively, there may be an opportunity to avoid a negative consequence.

Finding the motivator and communicating it clearly is part of this step. → **Action.**

Chart 6:

### The ACCA Framework - getting buy-in and commitment



### Taking it further

After action, you may want to consider how you will maintain the interest and accountability of selected stakeholders. It is, therefore, important to continue to demonstrate benefits and impact (communicating the results of the monitoring and evaluation process).

## Resource 1.5 Mapping actors and roles throughout the gender-responsive investment climate policy cycle in Tajikistan

This resource presents information about critical stakeholders in the policy making process in Tajikistan and their proposed role during the different stages of the policy cycle to support gender responsive policymaking.

Stakeholder	Policy and reform cycle				
	Problem identification	Policy formulation	Policy implementation	Monitoring and evaluation	Stakeholder engagement and education
<b>Taskforce on Women Entrepreneurship Support</b>	Screen investment climate related policies for gender impact Conduct GAIC	Advise the Investment Council (IC) on policy priorities Draft gender-responsive policies	Monitor progress Lobby for changes	Review progress reports	Coordinating role
<b>Investment Council Secretariat</b>		Advise the IC on policy priorities Support drafting of gender-responsive policies	Monitor progress	Conduct evaluation of selected policies	Participate
<b>Investment Council</b>		Decision-making role in priority setting for reforms Decision on adoption/rejection			
<b>Ministries</b>	Provide information	Provide guidance and participate in priority setting	Execute implementation	Gather sex-disaggregated data, baseline and do monitoring	Participate
<b>Business associations/ Women in business associations</b>	Provide expertise and access to women entrepreneurs Advocate for identification	Consultation and advocacy during priority setting and drafting	Monitoring and accountability	Shadow reports Recommendations for policy reforms to address women entrepreneurs' needs	Participate
<b>Development partners and IFIs</b>	Consultation Fund GAIC or standalone research to support problem identification	Consultation Support and expertise	Consultation where relevant	Consultation where relevant Collect data	Fund capacity building activities for enhanced stakeholder engagement
<b>Standards bodies</b>	Input to legal and regulatory requirements	Input to drafting process where relevant	Implement changes where required	Collect and provide data	Participate
<b>Lawyers' associations, NGOs</b>	Consultation	Consultation			Implement capacity-building activities for enhanced stakeholder engagement
<b>NGOs</b>	Provide information	Consultation	Lobby for changes	Collect and provide data	Participate



## Resource 1.6. Gender indicators for the investment climate

Investment climate issue	Examples of outcome indicators
<b>Business registration</b>	<ul style="list-style-type: none"> <li>• Number of women-led businesses registered following the reform (before/after)</li> <li>• Improved user perceptions of services provided during the business registration process (disaggregated by gender)</li> <li>• Time needed to register a business reduced (disaggregated by gender)</li> <li>• Cost of registering a business reduced (disaggregated by gender)</li> <li>• Number of days needed to register a business (disaggregated by gender)</li> </ul>
<b>Access to finance</b>	<ul style="list-style-type: none"> <li>• New services (for instance, movable property registry) established</li> <li>• Number of bank loans obtained by enterprises without collateral (disaggregated by gender)</li> <li>• Percentage of land registered in women's names (before and after)</li> </ul>
<b>Tax and fiscal policy</b>	<ul style="list-style-type: none"> <li>• Increase in amount of personal income tax collected on an individual basis, instead of collection on a joint family basis (disaggregated by gender)</li> <li>• Reduction in tax rate and widening of tax base</li> <li>• Number of inspections (before/after) (disaggregated by gender)</li> </ul>
<b>Compliance with regulatory bodies</b>	<ul style="list-style-type: none"> <li>• Number of compliance payments per year by enterprise (disaggregated by gender)</li> <li>• Average number of days needed to comply with tax administration reduced (disaggregated by gender)</li> </ul>
<b>Access to markets</b>	<ul style="list-style-type: none"> <li>• Increase in the number of women-led enterprises listed in the stock exchange</li> <li>• Increase in the number of women-led enterprises established and operating in an industrial zone</li> <li>• Number of businesses accessing markets through online platforms increased (disaggregated by gender)</li> </ul>
<b>Trade opportunities (import-export)</b>	<ul style="list-style-type: none"> <li>• Number of days needed for enterprises to export reduced (disaggregated by gender)</li> <li>• Cost of export reduced (disaggregated by gender)</li> </ul>
<b>Dispute resolution</b>	<ul style="list-style-type: none"> <li>• Number of claimants settling disputes through alternative dispute resolution (disaggregated by gender)</li> <li>• Average time to resolve disputes at court affecting small businesses reduced (disaggregated by gender)</li> <li>• Average attorney fees reduced (disaggregated by gender)</li> <li>• Average court costs reduced (disaggregated by gender)</li> <li>• Average enforcement costs reduced (disaggregated by gender)</li> </ul>
<b>Access to childcare services</b>	<ul style="list-style-type: none"> <li>• Percentage of children under 3 years old registered in childcare facilities (rural/urban)</li> <li>• Reduction in childcare fees</li> </ul>
<b>Home-based businesses</b>	<ul style="list-style-type: none"> <li>• Number of registered women-led home-based businesses (before/after)</li> </ul>
<b>Public procurement policy</b>	<ul style="list-style-type: none"> <li>• Percentage of firms accessing public procurement contracts (disaggregated by gender)</li> </ul>
<b>Business closure</b>	<ul style="list-style-type: none"> <li>• Number of businesses closing their business following the reform (before/after) (disaggregated by gender)</li> <li>• Improved user perceptions of services provided (disaggregated by gender)</li> <li>• Time needed to close a business reduced (disaggregated by gender)</li> <li>• Cost of closing a business reduced (disaggregated by gender)</li> </ul>

## Annex: Further resources on gender-responsive investment climate policy

### Guide to gender dimensions of investment climate reform

Simavi S., Manuel C., and Blackden M.; 2010. *Gender Dimensions of Investment Climate Reform. A Guide for Policy Makers and Practitioners*. The World Bank: online. Available at: [www.oecd.org/dac/gender-development/45449146.pdf](http://www.oecd.org/dac/gender-development/45449146.pdf)

This guide aims to provide fresh thinking to solve common issues that women entrepreneurs face in the investment climate area. It presents actionable, practical, replicable and scalable tools.

Indevelop, 2016. *Gender Analysis of the EU AA/DCFTAs with Georgia, Moldova and Ukraine*. Indevelop: online. Available at: [www.sida.se/contentassets/1d7e165f86b349f7a4629d30ffdcd83/final-report--gender-analysis-of-eu-aadcfta-with-georgia-moldova-and-ukraine-29-jan-2016.pdf](http://www.sida.se/contentassets/1d7e165f86b349f7a4629d30ffdcd83/final-report--gender-analysis-of-eu-aadcfta-with-georgia-moldova-and-ukraine-29-jan-2016.pdf)

This is a useful example of an approach to analysing the impact of new reforms from a gender perspective. The study was conducted to 1. Analyse how women and men, respectively, in Georgia, Moldova and Ukraine are likely to be affected by the implementation of the AA/DCFTAs. 2. Provide recommendations for Sida on possible actions to minimise gender inequalities arising from the AA/DCFTAs.

World Bank, 2015. *Women, Business and the Law website*. The World Bank: online. Available at: [http://wbl.worldbank.org/data/exploreconomies/tajikistan/2015#wbl\\_ai](http://wbl.worldbank.org/data/exploreconomies/tajikistan/2015#wbl_ai)

World Bank, n.d. *Gender Issues in Monitoring and Evaluation. THEMATIC NOTE 2: GENDER IN HIGH-LEVEL PROGRAMS, POLICIES, AND NEWER AID MODALITIES: HOW SHOULD WE MONITOR IT?* World Bank: online. Available at: <http://siteresources.worldbank.org/INTGENAGRLIVSOUBOOK/Resources/Module16.pdf>

### Women's economic empowerment

United Nations, 2012. *Promoting gender equality and women's economic empowerment on the road to sustainable development: good practices from the UNECE region*. United Nations: online. Available at: [www.unece.org/fileadmin/DAM/publications/gender/PromotingGenderEqualityBrochure\\_EN\\_web.pdf](http://www.unece.org/fileadmin/DAM/publications/gender/PromotingGenderEqualityBrochure_EN_web.pdf)

The policies highlighted in this booklet focus on the elimination of barriers that women face when accessing and owning, for example, land in the Kyrgyz Republic, accessing microcredit loans in Albania and accessing information about financial management in Uzbekistan.

World Bank, n.d. *Female Entrepreneurship Program Guidelines and Case Studies*. World Bank: online. Available at: <http://siteresources.worldbank.org/EXTGENDER/Resources/FemaleEntrepreneurshipResourcePoint041113.pdf>

The Resource Point on Female Entrepreneurship is designed to have two functions – provide practical guidance and recommendations, and serve as a clearing house of programmes, emerging research and data on the topic.

GrowBiz, 2017. *Peer Support and Mentoring for Business. A sustainable approach to rural enterprise support*. Presentation available online. Available at: [https://enrd.ec.europa.eu/sites/enrd/files/s4\\_rural-businesses\\_growbiz\\_brierton.pdf](https://enrd.ec.europa.eu/sites/enrd/files/s4_rural-businesses_growbiz_brierton.pdf)

Scottish Community Alliance, 2016. *Local People Leading A Vision for a Stronger Community Sector*. Scottish Community Alliance: Edinburgh and online. Available at: [www.scdn.scot/wp-content/uploads/2016/07/Local-People-Leading.pdf](http://www.scdn.scot/wp-content/uploads/2016/07/Local-People-Leading.pdf)

The report describes the required changes across three interdependent spheres of activity: public services, local democracy and the community sector.

OECD, 2008. *Teaching, Learning and Assessment for Adults Improving Foundation Skills Case Study: Scotland*. OECD: online. Available at: <https://www.oecd.org/edu/cei/40046699.pdf>

Conclusion: Formative, learner-centred assessment within a social practices approach that focuses on the social, emotional and linguistic contexts of people's everyday lives as well as their cognitive development appears to act as an empowering process that can lead to the transformation of people's lives.

## Opportunities for reform: improving childcare

4Children, 2009. *How Working Tax Credits can help families in your school*. How families in your school can claim Working Tax Credits for childcare and activities. 4Children: online. Available at: [http://hatherleigh-pri.devon.sch.uk/WTC\\_final\[1\].pdf](http://hatherleigh-pri.devon.sch.uk/WTC_final[1].pdf)

HM Revenue & Customs, 2012. *Working Tax Credit – Help with the costs of childcare*. HMRC: online. Presentation available at: <http://revenuebenefits.org.uk/pdf/WTC5.pdf>

NESTA, 2016. *Innovation in Childcare*. NESTA: online. Available at: [www.nesta.org.uk/sites/default/files/innovation-in-childcare-14-07.pdf](http://www.nesta.org.uk/sites/default/files/innovation-in-childcare-14-07.pdf)

This report details a number of innovations, both from the UK and globally, that show the potential to address the key issues of flexibility, accessibility and affordability of high-quality childcare.

International Finance Corporation (IFC), 2017. *Tackling Childcare: The Business Case for Employer-Supported Childcare. Martur Automotive Component Manufacturing, Turkey*. International Finance Corporation: online. Available at: [www.ifc.org/wps/wcm/connect/18f77384-3030-415d-aba6-6918626d22a2/Martur\\_Layout+1.pdf?MOD=AJPERES](http://www.ifc.org/wps/wcm/connect/18f77384-3030-415d-aba6-6918626d22a2/Martur_Layout+1.pdf?MOD=AJPERES)

The arrangements with the childcare centres also allow employees to change providers, giving them the confidence that they can try out an arrangement and see whether it fits. Martur's Kütahya plant is the only Martur subsidiary to provide childcare support. Based on the positive experience at Kütahya, Martur is considering taking its lessons of the impact of childcare on retention and productivity to its sewing and cutting subsidiaries in Romania and Russia.

ILO, 2014. *Maternity and paternity at work Law and practice across the world*. ILO: online. Available at: [www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms\\_242617.pdf](http://www.ilo.org/wcmsp5/groups/public/@dgreports/@dcomm/documents/publication/wcms_242617.pdf)

OECD, 2017. *Family database, Social Policy Division, Directorate of Employment, Labour and Social Affairs, Key characteristics of parental leave systems*. OECD: online. Available at: [www.oecd.org/els/soc/PF2\\_1\\_Parental\\_leave\\_systems.pdf](http://www.oecd.org/els/soc/PF2_1_Parental_leave_systems.pdf)

This indicator provides an overview of parental leave systems across OECD and EU countries. Parental leave systems are diverse and individual systems do not always fit neatly into classifications suitable for international comparison.

OECD, 2013. *Developing personal and household services in the EU A focus on housework activities Report for the DG Employment, Social Affairs and Social Inclusion*. OECD: online. Available at: <http://ec.europa.eu/social/BlobServlet?docId=9725&langId=en>

## Acronyms

<b>ACCA</b>	Awareness, Comprehension, Conviction, Action Model
<b>EBRD</b>	European Bank for Reconstruction and Development
<b>EU</b>	European Union
<b>GAIC</b>	Gender Assessment of Investment Climate
<b>IFC</b>	International Finance Corporation
<b>ILO</b>	International Labour Organization
<b>IT</b>	Information technology
<b>MSMEs</b>	Micro, small and medium-sized enterprises
<b>TJS</b>	Tajik somoni
<b>VAT</b>	Value added tax
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNECE</b>	United Nations Economic Commission for Europe

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