

MAINSTREAMING GENDER IN ENERGY SECTOR PRACTICE AND POLICY

LESSONS FROM THE ENERGIA INTERNATIONAL NETWORK

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ACRONYMS

ABPP	Africa Biogas Partnership Programme
ADB	Asian Development Bank
AEPC	Alternative Energy Promotion Centre
AFREA	Africa Renewable Energy and Access Program
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CREE	Community Rural Electrification Entity
CSO	Community Support Organisation
CSD	Commission on Sustainable Development
DFID	Department for International Development
ECOWAS	Economic Community of West African States
ESMAP	Energy Sector Management Assistance Program
EU-EIPDF	European Union Energy Initiative Partnership Dialogue Facility
GAD	Gender and Development
GAP	Gender Action Plan
GM	Gender Mainstreaming
GTF	Global Tracking Framework
GVEP	Global Village Energy Partnership
IS	International Secretariat
KGEN	Kenya Gender and Energy Network
KPLC	Kenya Power and Light Company
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
NGO	Non-government Organisation
NFP	National Focal Point
NORAD	Norwegian Agency for Development Cooperation
PE-EA	Practical Action-Eastern Africa
RQ	Research Question
SE4ALL	Sustainable Energy For All
SWOT	Strengths, Weaknesses, Opportunities, Threats
TAG	Technical Advisory Group
TIE	Turning Information into Empowerment
UK	United Kingdom
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
WID	Women in Development
WAD	Women and Development
WDR	World Development Report

Mainstreaming Gender in Energy Sector Practice and Policy

Lessons from the ENERGIA International Network

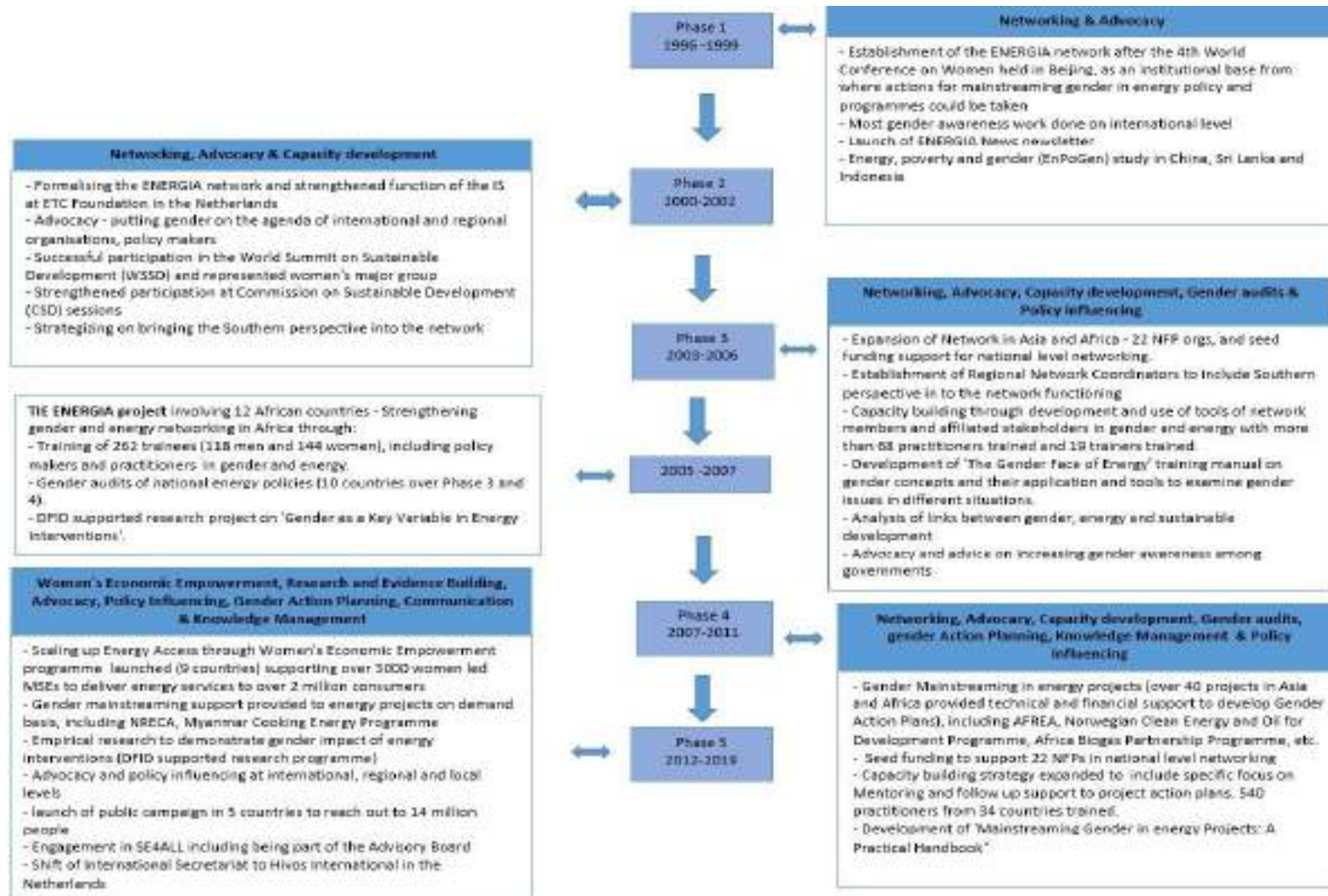
1 Introduction

- [1.1] The ENERGIA network has for more than twenty years been building a substantial body of experience with approaches to gender mainstreaming in the energy sector. There is a need to document this in a systematic way that can be used to inform future work of ENERGIA, network members and partners, and most importantly, other energy sector players. In order to do that, ENERGIA commissioned research by a small team with the objective of bringing together lessons learned from gender approaches by ENERGIA and other organisations (in particular the World Bank's Africa Renewable Energy and Access Program (AFREA) and the Asian Development Bank (ADB)). The ultimate aim is to increase ENERGIA's effectiveness⁴, enhance ENERGIA's role in setting the stage for other organisations and to inform policy development and practice about successful gender mainstreaming approaches.
- [1.2] The commissioned research focused on using evidence from ENERGIA's experience with gender approaches to build insights for future implementation and to inform policy and practice according to the Theory of Change as presented by UK's Department for International Development (DFID). These approaches have been widely used by ENERGIA through a range of projects and programmes in ENERGIA's networks in a number of countries in Asia and Africa. For purposes of this research, only activities between 2005 and 2011 were reviewed, which covers Phases 3 and 4 of ENERGIA's programme of activities. The year 2005 was significant for ENERGIA as it marked the beginning of the TIE⁵ ENERGIA project which had the goal to ensure that gender is integrated into energy access by strengthening the human and institutional capacity in 12 African countries. ENERGIA's methodology for gender audits was developed as part of this project. Since gender auditing is an approach that ENERGIA has been closely identified with, and has been implemented in a significant number of countries, it is analysed separately. Another distinguishing feature of audits is that they are aimed directly at policy influencing whereas ENERGIA's other activities are aimed at projects (although projects do provide useful evidence for policy influencing). The year 2011 marked the end of ENERGIA's Phase 4 programme which concentrated on mainstreaming gender in energy projects. It was considered that a period of three years should allow sufficient time for outcomes and impacts to have realised and be identified as well as for reflection by those interviewed as key informants to be meaningful. The two phases are part of an evolution of the ENERGIA network in terms of focus and approaches. Each phase is based on the experiences and lessons learnt from the previous phase (see Figure 1.1).
- [1.3] The overall objective of the ENERGIA Phase 3 programme was to contribute to the empowerment of rural and urban poor women through a specific focus on energy issues. The activities undertaken to meet these objectives included capacity building, generating and disseminating knowledge products, networking and policy influencing through advocacy. The beneficiaries in Phase 3 were primarily practitioners, government employees and energy utilities. A significant change in moving from Phase 3 to Phase 4 programme was an active engagement to mainstream gender into energy projects and programmes rather than only advocating for the approach. The focus has been on programmes implemented by Non-Government Organisations (NGOs) and government-related institutions. In Phase 4, the group of beneficiaries widened from those in Group 3 to include grass roots women and to a lesser extent men.

⁴ Effectiveness can be defined as the extent to which an intervention's objectives have been achieved.

⁵ Turning Information into Empowerment

Figure 1.1 Time Line for ENERGIA



- [1.4] AFREA and ADB were also included in the analysis since it was considered that the gender mainstreaming activities by these organisations in the energy may provide examples of successful approaches not currently used by ENERGIA which the network could also use. AFREA and ADB were selected because there is an overlap in the regions and countries where they focus with ENERGIA's interests (sub-Saharan Africa and Asia). They also operate in international energy forums.
- [1.5] It should be stressed that this study is not an external evaluation of ENERGIA's gender approaches. Instead it is an internal reflection on the effectiveness of these processes to identify lessons learned. There is some reference in the report to the gender approaches used by the World Bank's AFREA programme and the ADB's gender mainstreaming in the energy sector. There is no attempt to evaluate the two organisations' approaches nor to compare their approaches with those of ENERGIA.
- [1.6] It should be stressed that the ENERGIA International Secretariat is aware of many of the issues raised here and in Phase V has already put in place (or initiated) measures and approaches to make ENERGIA's gender mainstreaming more effective.
- [1.7] The report will provide input into the research teams in the DFID funded Research Programme 'Building the evidence base for improving energy investments effectiveness by taking a gender approach' (also known as ENERGIA's Gender and Energy Research Programme referred to below as 'the research programme') by giving a clear indication of what ENERGIA's gender approach entails and the results that have occurred as a consequence of the activities ENERGIA has undertaken. In turn the findings of the commissioned study will contribute to building the body of evidence, which is an output of the research programme, related to the relationships between gender, energy and poverty. This body of evidence is an element in a theory of change which assumes firstly that more evidence is needed to demonstrate that a gender approach in the energy sector leads to more effective energy sector investments. These energy sector investments ultimately lead to a significant improvement in the lives of women and girls with more gender equitable outcomes.
- [1.8] The structure of the report is as follows. Section 2 describes the characteristics of the gender approaches used by ENERGIA, AFREA and ADB outlines the methodology. Section 3. analyses the gender approaches undertaken by ENERGIA for mainstreaming gender into energy projects and programmes while Section 4 focuses on gender mainstreaming in energy policy. Lessons learnt are summarised at the end of each section, from which recommendations are made and indicators for ensuring a gender approach are suggested. The report ends with some general conclusions about ENERGIA's experiences with mainstreaming gender in energy sector practice and policy.

2 Characteristics of Gender Approaches

- [2.1] This section gives a brief summary the key characteristics of gender approaches used by ENERGIA, AFREA and ADB.
- [2.2] ENERGIA's definition of an approach to mainstreaming gender in energy projects as a process of helping energy projects and their stakeholders is set out in the document "Mainstreaming Gender in Energy Projects: A Practical Handbook":
- To identify gender issues in their energy projects, through the use of practical tools
 - To agree on gender goals⁶ that the project wants to achieve
 - To develop a strategy and action plan on how these gender goals can be met
 - To successfully implement gender focussed activities in their projects
 - To institutionalise gender mainstreaming capacity within the project and its partners
 - To track the performance of the project in implementation, impacts and institutionalisation of gender issues (Cecelski and Dutta, 2011: 4).
- [2.3] This definition has been further elaborated in the Call for Expression of Interest for the DFID/ENERGIA Gender and Energy Research Programme as an approach that not only analyses the differential impacts

⁶ A gender goal expresses the desired state for women and men to be achieved by a policy or project.

of proposed energy interventions on women and on men but also gives:

- a full recognition of women's and men's different needs for energy, based on consultations that consciously seek advice from both women and men;
- recognition of the potential of women and men to participate in energy supply; and
- recognition of the need to tackle institutional barriers that limit women's participation in energy planning and production and in their access to energy for a variety of end-uses.

- [2.4] The Handbook sets out a stepwise procedure for mainstreaming gender into all stages of the project cycle. It visualises the process as consisting of four major stages - preparation, design, implementation, and monitoring and evaluation - each of which is broken down into blocks. For each block the objectives and how to achieve them are described. Advice is given on how to adapt the approach depending on at what stage in the project cycle gender is to be mainstreamed. A key component is the development of a Gender Action Plan (GAP) which is a strategy for ensuring gender concerns are integrated into project goals, actions and monitoring and evaluation frameworks. Attention is also given to the institutionalisation of gender mainstreaming into the organisation itself to create the long-term capacity to implement gender aware activities. (See section 4.2 for a detailed analysis of the GAP).
- [2.5] AFREA's gender approach is aligned to the World Bank's gender mainstreaming approaches which are set out in the World Development Report (WDR) 2012 focusing on Endowments⁷, Economic Opportunities⁸ and Agency⁹. Assessing and addressing social aspects of energy projects and energy policy operations is considered a good entry point to introduce a gender focus.
- [2.6] AFREA's gender approach is a four step strategy for use when working with ministries and utilities: 1 Gender Assessment; 2 Gender Action Plan; 3 Implementation and Monitoring; and 4 Completion And Evaluation¹⁰. The output of a gender assessment is a gender action plan which is consistent with the overall national gender action plan and contributes to achieving broader national gender goals. The emphasis is on the AFREA team working with ministries or utilities to complete the assessment which can be conducted at any point in the project cycle as a stand-alone exercise or one integrated into a project. There are number of tools available to conduct the assessment which are available on the ESMAP/AFREA website. AFREA provides technical and financial support for the assessment. There is also a capacity building element. The substantive approach is using desk reviews of existing data, although consultations and workshop are encouraged. Documentation of lessons learnt is encouraged for knowledge sharing.
- [2.7] ADB's gender policy was developed in 1998 as a guide to mainstream gender into ADB's projects. This policy was intended to ensure that the ADB would integrate a gender component in all their projects. Over the years, the policy has seen some changes in its implementation depending on the type of project, its partners and planned outcomes. ADB's 'Strategy 2020' which provides the long-term strategic framework for the region considers gender equity as a driver of change¹¹.
- [2.8] ADB considers that the gender implications of a project should be considered from the project design stage and that effective GM requires the preparation of Gender Action Plans (GAPs) as per scope of the projects and the setting of gender targets and indicators for inclusion in the monitoring framework. These indicators should be set at output, outcome and impact levels. In 2012, ADB produced a tool kit '*Energy - Going Beyond the Meter*' to assist staff and consultants of the ADB in conceptualizing and designing gender-responsive projects in the energy sector. It is not meant as a blue print but indicates approaches and entry points for the different types of energy projects the ADB is involved with. Gender inequality is recognised not only in energy access but also in job opportunities in the energy sector – issues are addressed from demand and supply sides.

⁷ Key inequalities related to education, health and/or physical assets.

⁸ Inequalities related to jobs, land, agricultural, technology or markets.

⁹ Ability to make choices and take action to achieve desired outcomes, including voice in decision making.

¹⁰ ESMAP (undated), *Integrating Gender Considerations into Energy Operations*. Report no. 76571. Knowledge Series 014/13 Washington DC: ESMAP, World Bank.

¹¹ ADB (2013), *Women's Empowerment Operational Plan, 2013–2020: Moving the Agenda Forward in Asia and the Pacific*.

[2.9] From this section it can be seen that there is overlap between the three organisations approaches, for example capacity building and the use of GAPs are considered key components in GM. Overtime there has been growing collaboration between ENERGIA and AFREA and ADB which has involved sharing of experiences, methods and knowledge related to gender and energy. Indeed ENERGIA has carried out consultancy activities for both organisations¹² and AFREA has adopted some of ENERGIA's tools¹³.

3 Methodology

3.1 The Research Team

[3.1] The team commissioned to carry out the study consisted of three researchers (Joy Clancy, Nthabi Mohlakoana, and Yacine Diagne Gueye) with a background in gender and energy and familiar with ENERGIA's work. All three are involved in the ENERGIA Gender and Energy Research Programme. This selection has the advantage that the team would be able to engage quickly in data collection and so provide timely input to the research programme. They were supported in Kenya by Lydia Muchiri and in Nepal by Indira Shakya (who is also a member of one of the research teams in the ENERGIA research programme). The authors have themselves been active participants in developing and implementing the gender mainstreaming activities described here.

3.2 Time frame and Outputs

[3.2] The research started in February 2015 and the first draft report was delivered to the ENERGIA International Secretariat (IS) in October 2015. Based on feedback, the team returned to the field to collect additional data. The final report was completed in September 2016. An article for ENERGIA News based on interim findings was published in May 2016 and a paper for a peer reviewed journal will be prepared for publication in 2016 with submission in early 2017. The findings will be presented at the ENERGIA Gender and Energy Research Programme meeting in December 2016.

3.3 Data Collection and Analysis Methods

[3.3] The methodology was designed to answer seven research questions which are intended to enable ENERGIA to reach the aims and objectives set out when commissioning this research:

- a) What are the characteristics of approaches (used by ENERGIA and AFREA and ADB) for gender audits of energy policies and gender mainstreaming in energy projects and policy?
- b) What have been the processes, outputs and the direct outcomes resulting from gender approaches used by ENERGIA in the specified interventions held between 2005 and 2011?
- c) How have gender approaches used by ENERGIA evolved over the years?
- d) What are key factors that have positively and negatively influenced the outcomes of gender approaches - both factors within the sphere of ENERGIA's influence and factors that can be considered as outside the sphere of ENERGIA's influence?
- e) Have gender audits of energy policies and gender mainstreaming in energy projects and policy had any impacts on the legal frameworks and budget allocations?
- f) What have been the type and effectiveness of capacity building and dissemination activities delivered by gender approaches used by ENERGIA?
- g) Can ENERGIA learn any lessons in respect of gender approaches from AFREA and ADB to increase the effectiveness of ENERGIA's activities?

¹² For World Bank: World Development Report 2012 Background Paper (J Clancy, T Winther, M Matinga and S Oparaocha, *Gender equity in access to and benefits from modern energy and improved energy technologies*; formulation of the Gender Action Plan for ESMAP Workshop (2008); for AFREA Technical Advisor from 2009-13. For ADB: *Improving Gender-Inclusive Access to Clean and Renewable Energy in Bhutan, Nepal and Sri Lanka*. ADB GRANT-9158 REG

¹³ The AFREA/ESMAP publication *Integrating Gender Considerations into Energy Operations* (see footnote 12 for full citation) contains five tools from ENERGIA's Gender Face of Energy Manual and two tools from ENERGIA's *Mainstreaming Gender in Energy Projects: A Practical Handbook*. These sources are acknowledged.

[3.4] In the time period which frames this research ENERGIA had been active in 22 countries. Since it would be impossible to conduct detailed research in all these countries in the time available for the study there had to be a narrowing down of the countries chosen for empirical data collection. It was decided to select three countries for in-depth focus and six others to provide supporting evidence. The following criteria were used to select the countries for in-depth focus:

- Substantial experience and involvement in ENERGIA's Phase 4 programme and/or has participated in the TIE ENERGIA project;
- Where possible, different types of gender approaches in one country (gender mainstreaming in projects and gender audits);
- Represent work in Africa and in Asia, both in Francophone and Anglophone countries; and
- Overlap with AFREA and ADB countries where gender approaches in energy projects and policies have been implemented .

As a consequence Kenya, Senegal and Nepal were selected for in-depth study.

[3.5] An additional set of questions was included to guide the data gathering and analysis for this component of the study:

- h) What is the empirical evidence of the positive influence of the outcomes of ENERGIA's gender approaches? At what level were these influences felt?
- i) What were the experiences with the implementation of the gender approaches, and perceived strong and weak points (success and challenges) and influencing factors in the process of translating outputs into outcomes and impacts?
- j) To what extent and in which ways did the role of ENERGIA's in-country partner influence the process of embedding gender approaches into the national energy sector and translating outputs into outcomes and impacts?
- k) What difference did a gender-sensitive approach make and is there any evidence that GM in the energy sector by ENERGIA is effective?

[3.6] It was decided in order to ensure a diversification of information and experiences with applying different gender approaches to projects, programmes and policies to broaden the pool of countries for data gathering but using less intensive methods (e.g. no field visit). Four countries were therefore selected based on the following criteria:

- Possible traceable progress of the gender audits and gender mainstreaming success as well as the post-programme success of interventions based on the gender approaches;
- Form part of the seven countries that were selected for the ENERGIA's gender approaches projects with the aim of mainstreaming gender approaches into existing energy projects;
- Present a variety of projects where gender approaches were implemented, with different levels of success, and will provide scope to compare the impacts of gender mainstreaming in different types of projects; and
- Overlap with AFREA and ADB countries where gender mainstreaming approaches in energy projects and policies have been implemented.

The selected countries were Philippines, Sri Lanka, Botswana and Tanzania.

[3.7] ENERGIA has conducted gender audits in 20 countries. To broaden the analysis it was decided to extend the data collection to countries where there appear to have been less activities occurring after the audits. Understanding bottlenecks are as important as understanding success formula. In this context Lesotho and Zambia were selected. The data gathering methods to be used here are the same as for Philippines, Sri Lanka, Botswana and Tanzania.

[3.8] The methodology was reviewed by two members of the Technical Advisory Group¹⁴. Suggestions for strengthening the research were incorporated into the methodology. A detailed description of the methodology is given in Appendix 2.

¹⁴ Elizabeth Cecelski and Shonali Pachauri

4 Gender Approaches for Mainstreaming in Projects and Programmes

- [4.1] This section aims to provide evidence about the effectiveness of the gender approaches used by ENERGIA in projects and programmes, as well as to identify the lessons learnt from the experiences in Phases 3 and 4.
- [4.2] The findings presented here are based on a review of project documents (see Appendix 2), key informant interviews (Appendix 3) and a SWOT analysis (Appendix 5) which is based on the output of stakeholder workshops in Kenya, Nepal and Senegal. A four step analytical framework was used as a basis of the analysis (Appendix 4). Step 2 attempts to map a causal chain from Inputs to Activities to Outputs to Outcomes to Impacts. It proved very difficult to identify impacts from the written evidence. In part because these can take time to appear after a project is completed particularly when the aim is to transform gender roles and relations. Also implementing organisations appear not to collect this type of data. At best they collect output data and some collect outcome data. Often an implementing organisation is no longer involved with the target group of beneficiaries after a project is completed so they would not be collecting monitoring data as a matter of routine. There can be confusion about meaning of terms (particularly between 'outcomes' and 'impacts'). It can also be difficult to attribute sole causality at the level of impacts since there are often other confounding factors involved. The best that can be obtained is often identification as a contributing factor. The definitions used in this report are:
Outputs: Goods and services whose production/delivery is directly under the control of the team implementing the approach.
Outcomes: A first level of consequences, linked to the objectives, which can be linked to the outputs of the approach (e.g. time saved by women, energy policy contains a gender goal).
Impacts: Consequences of the outcomes which are directly related to national development goals (e.g. gender equality).
- [4.3] The overall objective of the ENERGIA Phase 3 programme was to contribute to the empowerment of rural and urban poor women through a specific focus on energy issues. The beneficiaries in Phase 3 were primarily practitioners, government employees and energy utilities. A significant change in moving from Phase 3 to Phase 4 programme was an active engagement to mainstream gender into energy projects and programmes rather than only advocating for the approach. The focus has been on programmes implemented by NGOs and government-related institutions. In Phase 4, the group of beneficiaries widened from those in Group 3 to include grass roots women and to a lesser extent men. Based on a stakeholder analysis of three in-country partners key stakeholders who appear to have received less attention includes gender experts and ministries of women (See Appendix 6). The private sector had also not been a focus of attention. This was noted in the final report of Phase 4¹⁵.
- [4.4] The evidence is presented first by providing an overview of the effectiveness of the gender mainstreaming activities undertaken by ENERGIA in energy access projects and programmes. This is followed by a more detailed assessment of three aspects of ENERGIA's gender approaches: Gender Action Plan (Section 4.2) capacity building (Section 4.3) and dissemination activities (Section 4.4). It should be noted that while these aspects are presented separately in this report they are usually integrated as part of ENERGIA's support for mainstreaming into projects and programmes. Section 4.5 reviews the work of in-country partners. This is followed by lessons learned from ENERGIA's gender approach of mainstreaming into projects and programmes are catalogued and the factors that have influenced its effectiveness (Section 4.6). The section concludes with Recommendations (Section 4.7) and Indicators (Section 4.8).

¹⁵ ETC (2012): p52

4.1 Supporting Gender Mainstreaming in Energy Projects and Programmes

- [4.5] The experiences of network members during Phase 3 showed that designers and implementers of large scale¹⁶ energy projects did not see the value of gender mainstreaming and, even if they did, they did not have the resources or expertise to mainstream gender. Interviews conducted for this study with AFREA staff indicated a similar experience when they were formulating their programme. Gender (together with many other social issues) to many working in the energy sector, particularly those engaged in large-scale infrastructure projects, is still not seen as relevant. There are those who are aware of gender issues and are supportive of addressing these issues and promoting gender equality but consider that there are more important areas of focus than energy, such as gender based violence.
- [4.6] One of the strategies of Phase 4 was to try to change this lack of attention to gender issues by using the outcomes of large-scale energy projects to demonstrate how, given both commitment by stakeholders and the availability of gender-specific resources, the project's outcomes could be multiplied. To achieve this objective ENERGIA supported mainstreaming in 34 medium and large scale energy projects in Africa and Asia.
- [4.7] The projects in Phase 4 were of a range of energy forms and technologies, including cookstoves, renewable energy (e.g. biogas, biofuels and hydro), LPG and grid extension. ENERGIA provided two types of support based on their analysis of the situation: a) technical advice from ENERGIA's international and regional experts on gender methodology, tools and techniques for energy projects, including field visits and participating in-country meetings; (b) financial assistance to support the development of a gender action plan, including for baseline surveys, training, workshops, providing in-country gender experts, and dissemination of results. ENERGIA provided these inputs not only for project implementation but also in developing funding proposals. The project implementers used the nine step approach as outlined in the *Mainstreaming Gender in Energy Projects Handbook* (see para 2.4 and section 4.3 for more information about the handbook).
- [4.8] The projects also varied in the manner in which they used gender mainstreaming. Training was a key method in many projects in which women's skills were built in manufacturing and maintenance of a range of energy technologies, stoves, hydro, solar and biofuels. Women's economic empowerment was usually an objective. In some of these projects, women's social and political empowerment also featured with women becoming actively involved in governance of an energy system (for example the Rambukolowa micro hydro project in Sri Lanka and the Southern Africa Regional Micro Hydro Power Project). Base line surveys to collect sex disaggregated data were carried out as well as awareness raising activities. An interesting variation was the integration of gender and energy into the curriculum of the vocational training for social workers (but not engineers) at MMSU College of Engineering and University Training Centre, Philippines.
- [4.9] By the end of Phase 4, 16 of these projects were considered to have delivered on one or more of the three gender goals of welfare¹⁷, productivity and empowerment. There is evidence to show that, as a consequence of participating in these projects women, are taking on non-traditional roles and actively participating in decision-making forums. For example, in Sri Lanka there was increased participation of women in the management committees of electricity consumer societies. The Africa Biogas Partnership Programme (ABPP), which ENERGIA also supported in mainstreaming gender into the programme, report that after targeting women to take up non-traditional roles there has been some success in recruiting women to be masons. For example, in Kenya, from the start of the programme in 2009 to the end of December 2010, 35 (6%) women and 522 (94%) men had been trained as masons¹⁸. Changing gender

¹⁶ Large-scale can mean either in terms of installed capacity (MW/GW) or in number of users reached.

¹⁷ A welfare goal uses a social science rather than economic definition of 'welfare'. A welfare goal aims to bring an improvement in women and men's lives by reducing drudgery and time poverty.

¹⁸ InforWit Research Consultants (2013), *Case Study on Biogas Entrepreneurship, Kenya*. Report prepared for ABPP.

roles and relations takes time. Some communities respond faster than others in which local culture may play a role. For example in the ABPP, Kenya has been more receptive to women as masons than in Burkina Faso and Ethiopia. Figures for 2012, give the percentage of masons who are women in Kenya as 12%, Tanzania 5%, Ethiopia less than 1%, Burkina Faso 1% and Uganda 6%¹⁹. By 2015 the percentage in Kenya had increased to 24% and Tanzania to 12%, Uganda it had halved and the other two countries it had disappeared.

[4.10] However, an important lesson when looking for explanations as to why so few women have taken up the opportunity to learn to be masons is that not to make assumptions (there is social resistance to women entering no traditional roles) but to look for reasons. In the case of the ABPP women had a number of reasons why they did not want to be masons. Being a mason involves carrying heavy loads of bricks at several points during the day which women felt does not leave much energy for other household tasks. Some women did not like to be away from home for training or to build digesters because they cannot juggle tasks which they can do when working on the farm near their home.

[4.11] Cultural traditions can sometimes work in women's favour to open up new opportunities. When men are not allowed to enter the kitchen - women can be involved in clean cooking solutions. In other cultures women are considered neater workers than men - so customers prefer women to do the job (e.g. KNFF biogas masons).

[4.12] It is important to demonstrate not only that women and men benefit from energy access but also that the implementing organisation also benefits from increased uptake of their energy service. In so doing, these organisations serve as an example of good practice which can encourage other organisations to see the benefits of a gender approach. In Botswana, raising awareness of the particular problems of woman headed households in getting access to electricity resulted in Botswana Power Cooperation specifically targeting women and hence increased their sales by increasing the number of connections. Training of women in maintenance of technologies has reduced the failure rate of technologies. Biogas project implementers in Pakistan and the African Biogas Partnership Project report that training women has increased the numbers of functioning biogas digesters within their projects. The reliability of technology influences whether or not a non-user will adopt a new technology²⁰.

[4.13] A positive example of the value of taking a gender approach can be found in a project executed by ENERGIA for the ADB 'Improving Gender-Inclusive Access to Clean and Renewable Energy in Bhutan, Nepal and Sri Lanka'²¹. Even though this project was carried out outside of the time boundaries of the ToR for this study, it is included here since it was carried out in two of the focus countries of this study (Nepal and Sri Lanka) by two of ENERGIA's partner organisations (CRT/N and Practical Action Sri Lanka) who had been involved in Phases 3 and 4 which gives an indication how well these organisations have mainstreamed gender into their own practice. The project aims to increase rural poor women's access to affordable and reliable clean and renewable energy sources and technologies incorporating approaches which specifically target women to ensure their inclusion. The project had three components: (i) Gender review of the energy sector (ii) implemented direct interventions supporting gender-inclusive access to renewable energy and energy-based livelihoods in Bhutan, Nepal and Sri Lanka; and (iii) monitoring processes and impacts. This project demonstrates how when a gender approach is used in data collection the type of rich data which can be generated for those looking for evidence about how energy services can be used as an instrument to empower women economically and socially and the way this empowerment appears. However, it does not compare whether or not the outcomes would have been the same if women and men had not been specifically targeted as separate groups. For example, would the utility not have trained women to mend a fuse or raised their awareness about safety and electricity?

¹⁹ Harrie Oppenoorth (HIVOS) personal communication

²⁰ Rogers, E. M. (1983) *Diffusion of Innovations*. New York: The Free Press. p35

²¹ ENERGIA (2015), *Improving Gender-Inclusive Access to Clean and Renewable Energy in Bhutan, Nepal and Sri Lanka (44135-012)*. Final Report August 2015. Asian Development Bank Grant-9158 REG. The project ran from February 2012 to September 2015.

What it does show is that the utility, at the very least, is not disadvantaged by taking social norms and values of behaviour in rural areas into account. Table 4.1 gives data about the numbers of women and men from the three countries who have benefitted from participation in this project. The findings from Sri Lanka show that decision making in the acquisition of household goods has a gender dimension (In 52% of surveyed households, women made decisions themselves about purchasing kitchen appliances, while 35% made decisions jointly and 13% were made by men alone). Women are the main decision makers in relation to kitchen appliances whereas men tend to make decisions about mobile phones and radios. In Bhutan, both women and men show significant reductions in time spent on housework (3 to 4 hours per day for women and 2 to 3 hours for men) and childcare (4 to 6 hours per day for women and 1 to 3 hours for men) as a result of electrification²². The results for Nepal show that training focused on building women’s skills for farming and other enterprise activities brings tangible benefits to enterprise development and their families (for example, there were signs of women expanding their businesses by increasing the number of units, such as sewing machines, which form the enterprise production assets).

Table 4.1 Women and men beneficiaries in ENERGIA/ADB project ‘Improving Gender-Inclusive Access to Clean and Renewable Energy in Bhutan, Nepal and Sri Lanka’

Activity	Sri Lanka	Bhutan	Nepal
Capacity building in energy-based enterprises and livelihoods with women as specific target group	784 persons (254 men and 530 women) trained through various livelihood programmes; 368 persons (110 men and 258 women) participated in post-training workshops	260 persons (159 women and 101 men) trained through various enterprise development activities	Two management training programmes for 49 participants (18 women) from 10 Electricity User Cooperatives. 556 women trained in basic enterprise development 116 women covered in advanced, skill based training
Awareness raising about safe and efficient use of electricity and energy-related livelihood opportunities	11,430 electricity users (4075 men and 7355 women)	4891 electricity users (2298 men and 2593 women and girls)	two stage process: 323 community members (207 men and 123 women) were given master orientation; followed by a mass awareness programme - 1926 school children and 11,000 community members participated

[4.14] The project methodology also drew attention to the need to take the social/cultural setting into account in project planning. The three project areas were chosen to be as close as possible in terms of geographical characteristics and development potential, however, the gender norms and behaviour were very different which need to be taken into account particularly when women are key stakeholders in an intervention. The gender analysis of the energy sector policies is a useful addition to a technical project since it creates synergies and identifies gaps. For example, aligning energy sector objectives and strategies with national development priorities and goals such as those for gender equality. In Sri Lanka the Mahinda Chintana vision introduced in 2005²³ provides such an opportunity since it includes large infrastructure development initiatives, encouraging the re-emergence of agriculture, promotion of SMEs

²² The project report offers no explanation about how electrification brings a reduction in child care.

²³ Mahinda Chintana was introduced in 2005 as part of the processes towards the resolution of the armed conflict in Northern Sri Lanka.

and the introduction of rural development initiatives in which a gender mainstreaming approach could ensure gender equality in participation of the benefits of electricity access. In these three countries the analysis showed how the project could link with developments elsewhere in the political economy, in these cases, decentralization of the governance systems to the provincial level which have implications for rural electrification. The analysis also help identify a gap at lower levels of government in understanding how to mainstream gender into energy initiatives which could be bridged by targeted training.

- [4.15] The project final report does not record the views of the utilities. However, it is not unreasonable to assume that they would be positive. They increased the number of connections. In Sri Lanka the electrification rate in 2015 in the project area is 97% compared to 82% in 2013 (baseline survey) and Bhutan six out of the eight blocks are 100% electrified while only 26.8% of the respondents were electrified at the time of baseline survey²⁴. Particularly significant has been the attention to energy efficiency in households and enterprises resulting in reduced energy consumption which assists in defraying investment costs in new generation plant and can add to system stability in rural grids. Behavioural changes, including safer use of appliances, can result in reduced grid brown outs which in turn can lead to increased customer satisfaction and the utility with lower call out charges. The behavioural changes were linked to the awareness campaigns from which women demonstrated a good understanding of the issues raised (An indicator of success came from surveys which showed that, of those who had participated in awareness campaigns, in Sri Lanka 87% of women and 44% of men demonstrate awareness on electricity use and safety aspects while in Bhutan the figures were 75% of men and 87%.) Women were considered to play an important role in motivating their household and community towards electricity conservation and safe use of equipment.
- [4.16] The need to take social/cultural settings into account as mentioned in paragraph [4.14] is also the experience of the World Bank's PROGEDE project in Senegal. The project started in 1998 found that progress in involving women in activities can be slow. Analysis showed that this was due in part to the strong influence of customs and traditions. In this case there were negative perceptions of gender which seen as a 'Western' concept, and as such was seen as in conflict with traditional values and created resistance. The second phase of the project was designed to take these lessons learnt into account.
- [4.17] This section concludes with a summary of the SWOT analysis which amalgamates the output of the three workshops²⁵ in the target countries plus inputs from the key informant interviews and document review (Table A6.1 in Appendix 6). Workshop participants, who had partnered with ENERGIA and in some cases also with AFREA or ADB, made a distinction in the types of projects they had been involved with: energy access projects (which they referred to as 'demonstration projects') and women's economic empowerment projects²⁶. The energy access projects were viewed positively since they provide evidence about the benefits of gender mainstreaming and create awareness of the approach and gender issues. Participants identified weaknesses in these projects which are rooted in the timing of inputs into the project cycle. This is in agreement with the lessons learnt as reported in ENERGIA project documents. Unless gender is mainstreamed at the project assessment, design or planning stage, it can be more problematic to achieve gender goals and require corrective action which can be time consuming and demand a higher level of resource inputs (see section 4.2). There are similar experiences reported in AFREA projects. There is a feeling that the approach is time consuming to get right at least the first time an organisation works with gender mainstreaming which is not seen as a criticism of the approach but is linked to the tensions project implementers feel between learning how to mainstream gender and complying with (short) donor time horizons. Recommendations need to be formulated in such a way as to

²⁴ In the other two blocks construction of transmission lines had not been completed by the time of the survey. Collection of Nepal data was disrupted due to the devastating earth quake in 2015.

²⁵ There were 11 participants in Kenya, 18 participants in Nepal and 23 in Senegal. Participants had partnered with ENERGIA and, in some cases, also with AFREA or ADB in gender mainstreaming energy access projects.

²⁶ Please note that the women's economic empowerment projects referred to here are those from Phase 4 and should not be confused with ENERGIA's Women's Economic Empowerment Programme which started in 2014 outside the time scope of this study.

get buy-in from a range of stakeholders (e.g. men at the community level, senior management within implementing organisations and partner organisations such as ministries).

[4.18] Projects which take a women's economic empowerment perspective are viewed positively from three perspectives: (i) women are no longer seen as passive users of technology; (ii) women as energy entrepreneurs allow for better addressing energy issues; and (iii) create more sustainable impacts. Opportunities are created to bring energy into other sectors and allow for more holistic approaches to be implemented. There are two distinct weaknesses. First, the approach is considered to require significant levels of resources. Second, women's economic empowerment is an approach that technical staff and partners in the field can find difficult to accept. Another threat comes from women's time poverty leading to them dropping out of participating in an activity.

4.2 Gender Action Plan

[4.19] One of the main tools ENERGIA uses for gender mainstreaming in policies and projects is the Gender Action Plan (GAP) which enables an organisation to develop and implement a gender strategy. The actual development of the GAP plays an important part in taking mainstreaming gender approaches from being a 'one off activity' and embedding the approach into an organisation's own practice. The ENERGIA publication "Mainstreaming Gender in Energy Projects: A Practical Handbook" describes developing a GAP as involving²⁷:

- Agreeing on a gender goal or objective (deciding what the project aims to achieve from a gender standpoint)
- Planning specific outcomes and activities to meet these gender goals, which can be of two types:
 - o Implementation actions
 - o Institutionalisation of gender mainstreaming in the project or organisation, to create the long-term capacity to implement the GAP activities
- Designing a monitoring and evaluation framework to track the performance of gender activities
- Including gender in project documents, such as logical frameworks and annual work plans.

[4.20] ENERGIA requires a partner organisation to prepare a GAP for project implementation as one of the contractual conditions. Although this does not appear to have been (at least during the period of review) a requirement for Focal Points. At the end of Phase 4 the 34 medium/large scale energy access projects in Africa and Asia referred to in Section 4.1 which ENERGIA supported in gender mainstreaming had all developed GAPs with clear gender goals, indicators and monitoring and evaluation (M&E) framework.

[4.21] A measure of the effectiveness of a GAP can be seen in organisations which, having been required to develop a GAP as an ENERGIA project partner, then adopt the approach for general use within their own organisation (e.g. Practical Action East Africa and SCODE). A strength of a GAP is that it ensures that all the staff involved in the implementation of activities have a common reference document that guides everyone at all times during implementation.

ENERGIA Focal Point: "A GAP helps one to plan specific interventions to address issues/challenges for improved project efficiency and effectiveness and ensures value for money."

[4.22] The main lesson learnt from support ENERGIA gave to the UNDP in its energy and environment work in Cambodia was that mainstreaming gender was most successful when it was integrated into the design phase²⁸. Advantages include ensuring budget lines for a GAP are in place, being able to hire project staff with the skills need to mainstream gender within the project, and for the project to ensure that all working procedures (planning documents, budgets, reporting) are engendered well before implementation. Although this needs monitoring to provide backup and support to ensure effective implementation.

²⁷ Cited from page 2.

²⁸ *op cit*: p27

- [4.23] Given the positive feedback about influence of a GAP from the interviews it was decided, after consultation with ENERGIA IS, to conduct a follow-up in-depth survey with nine partner organisations based in the three focus countries²⁹. The aim was to explore their experiences with a GAP in the development and implementation phases as well as to identifying if gender had been mainstreamed into the organisation's own procedures.
- [4.24] Six of the nine organisations had used a GAP during implementation, two in the preparatory phase and one at a later stage. ENERGIA IS and/or the national focal point supported the GAP implementation in six cases by providing training for staff for GAP implementation. In addition, ENERGIA IS and/or the national focal point maintained contact during the GAP implementation. The majority (six) developed their GAP with external stakeholders while four involved only the project team and one organisation used a desk exercise. Interestingly four organisations had no budget for a GAP exercise. It was the experience of ENERGIA in its support to UNDP projects in Cambodia that unless there is a budget line or financial support to implement the GAP it might prove difficult to identify additional sources of funding to support GAP implementation³⁰.
- [4.25] The survey respondents were positive about the influence that incorporating a GAP into a project has on achieving project goals. Eight organisations were of the opinion that having a GAP had helped in achieving the project goals – the ninth respondent had set up the GAP after the work with ENERGIA had been completed. Respondents generally reported that preparing and using a GAP had multiple lasting influences on their organisation: organisationally (e.g. need for training field staff in gender aware/sensitive approaches), structurally (e.g. introducing monitoring and evaluation systems) and increased knowledge and awareness about gender issues (e.g. 'gender' is about women and men). At the time of the survey, eight organisations had appointed a gender expert and regularly held gender training for staff. Seven respondents considered that their organisations are now more gender aware while three considered that they were already gender aware before starting with a GAP. All organisations have revised their communication strategies to be more gender aware. As a consequence their profiles have shown their gender expertise. Positive outcomes were reported by respondents: They are now viewed differently by other organisations which has resulted in them: (i) now being selected as partners because of their gender awareness track record; and (ii) being invited to forums to present their experiences with gender mainstreaming.
- [4.26] Given the general lack of reported outcome information identified during the analysis of project reports, the nine organisations were specifically asked about monitoring and evaluation (M&E) systems which would be expected to generate outcome data. Seven organisations had a M&E system for their GAP implementation in their project with ENERGIA while one was as a consequence of working with another organisation than ENERGIA. One organisation went beyond the project level establishing a GAP for their organisation as a whole. ENERGIA IS and/or the national focal point supported the design of the M&E system in six cases and provided training for staff for the M&E implementation in five cases. In addition, ENERGIA IS and/or the national focal point maintained contact seven organisations during M&E implementation. Support has also been given to document experiences with the M&E. A positive outcome of the M&E system is that gender is now part of all project reporting in all seven organisations. Guidelines and tools are provided for staff on how to mainstream gender in project planning, implementation, M&E and reporting. Organisations are now collecting sex-disaggregated data for base line monitoring.
- [4.27] Four organisations report that their GAP procedures have changed in a variety of ways based on their

²⁹ Kenya: SCODE, Kenya Power and Ministry of Energy and Power
Senegal: ENDA, PERACOD, GVEP-Senegal, and ASER-Senegal
Nepal: AEPC and BSP-Nepal

³⁰ ENERGIA () Mainstreaming Gender in the environment and energy portfolio of UNDP Cambodia Final Project Report (Volume 1). ETC Project 109373. Leusden, The Netherlands: ETC: p28

experiences. The changes appear to have been mainly to incorporating gender at the project development stage.

4.3 Capacity Building

[4.28] Capacity Building has been one of the core activities during Phases 3 and 4. This section begins with a brief overview of ENERIGIA's definition and approach to capacity building. This is followed by a description of the evolution of approach between Phases 3 and 4, after which three methods used in capacity building (training manuals developed in these phases, e-learning and mentoring) are reviewed.

[4.29] ENERIGIA uses a broad definition of capacity building with two components³¹. First focusing on the individual by building up their capacity to mainstream gender into energy policies, projects and programmes through training. Second enabling trained people to be used effectively (that they are motivated to apply the skills learned in the training) and that they are retained within their organizations. Capacity Building is recognised as a long-term process. Capacity building is not usually a stand-alone activity but is seen as an integral part of ENERIGIA'S mainstreaming strategy in energy projects. It is one of many other factors which will lead to gender transformation in the energy sector. ENERIGIA uses a variety of approaches: training courses and workshops; training manuals; e-learning; mentoring. These approaches can be used in combination, for example, e-learning can be used as preparation for a training workshop.

[4.30] In Phase 3 TIE-ENERIGIA saw the development of the five modules under the title: The Gender Face of Energy which are published as a participants' manual with an accompanying trainers' manual. These have also been translated into French. English and French versions are available on the ENERIGIA website – although (as of September 2015) the web text is not explicit enough to show that the focus is at the level of policy. The manuals are intended for use in a training workshop. A variety of methods are used in the workshops including presentations, exercises, discussions, site visits and (where appropriate) field work.

[4.31] There were three training of trainers workshops in Sub-Saharan Africa (Kenya, South Africa and Senegal) to enable participants in turn to train practitioners in their respective countries to increase the number of specialists in gender and energy. The main objective was to strengthen the capacities of professionals in understanding the key concepts of gender approaches in energy as well as on gender tools for energy planning. There were a total of 30 participants (20 women and 10 men) from 11 countries. In turn these trainers held courses in 8 countries training 184 participants (102 men and 82 women) from a range of public and private sector and civil society organisations. The course in Senegal seems to have been particularly successful in terms of impact since it focused on the countries in the Economic Community of West African States (ECOWAS) and was able to link to the ongoing processes in the region at that time, including the development of a White Paper on access to energy services by rural and peri-urban populations to contribute to achieving the MDGs. End of training workshop evaluation found that almost all participants agreed the workshops were very useful and effective. The training packages were considered to be a valuable addition to the knowledge resource base on gender and energy³². Inclusion of post-training action plans³³ as part of the training workshop was regarded as a useful tool to ensure what had been learnt was put into practice. An indicator of success is that after the training in Kenya the Ministry of Energy gained two gender and energy trainers who then went on, with support from ENERIGIA's national focal point, to integrate gender into Kenyan Rural Electrification Master Plan.

[4.32] Phase 4 saw a shift in ENERIGIA's focus towards building the capacity at the national level to help develop a critical mass of gender and energy experts particularly practitioners with the capacity to design and implement gender sensitive rural energy access projects and national energy policies. The strategy was to

³¹ Dutta, S. (2011), *Scaling up Gender Mainstreaming in the Energy Sector: from Individual to Institutional Capacity Building. ENERIGIA's approach*. Presentation 12-13 December 2011.

³² ENERIGIA, Eco, Practical Action East Africa, KuSiNi, and EAETDN (2008), *Turning Information into Empowerment*.

³³ These can be considered to be early forms of Gender Action Plans (see Section 4.2).

develop not only practitioners' understanding of gender issues related to energy but also to build members capacity to develop gender-sensitive energy proposals. The latter approach simultaneously builds skills and can assist network members in greater independence from the ENERGIA IS for funds.

[4.33] While Phase 3 primarily focused on Africa in Phase 4 capacity building coverage was extended to include Asia and the Pacific. Training courses were held in 34 countries in Africa, Asia and the Pacific with a total of 540 energy and development practitioners and trainers participating in national training programmes on "Mainstreaming gender concerns in energy projects"³⁴. ENERGIA's policy is to aim for gender balance when offering capacity building. This aim can be considered to have been realised with women forming 56 percent of participants. 386 of the trained energy project practitioners (71%) who participated in this training reported that they had subsequently incorporating gender considerations into their work. Where possible there was also gender balance in the trainers (one woman and one man per workshop). An indicator of success is that in all countries where ENERGIA conducted capacity building activities, trained personnel have gone on to provide technical advisory and training services to a variety of other stakeholders both in government agencies and NGOs (see Box 4.1)

Box 4.1 Reported Outcomes by Practitioners who participated in ENERGIA's Phase 4 Training Courses

Indonesia: technical support and training on gender mainstreaming to a range of organisations such as the Integrated Micro-hydro Development and Application Program (IMIDAP), the Energy and Environment Partnership (EEP) and Director General of Electricity and Energy Utilization (DGEEU/DJLPE). The Indonesia national trainer was invited by United Nations Educational, Scientific and Cultural Organisation (UNESCO) to give a web-based training on basic concepts in gender and energy to its country offices.

Bangladesh: support for the national biogas programme through conducting a gender based baseline survey for the programme.

Nepal: technical assistance to a range of national and international organisations, such as Alternative Energy Promotion Centre, DFID, Norad, UN Women, etc.

Botswana: training based on the review the national Science and Technology Policy, the changes now an integral part of the policy.

Kenya, Tanzania, Senegal and Zimbabwe: technical advice and training to several energy programmes e.g. Africa Biogas Partnership Programme and the Global Village Energy Partnership (GVEP) Developing Energy Enterprises Project (DEEP) East Africa programme.

Lao PDR: Supporting gender disaggregation of data in the statistics used by the Ministry of Agriculture and Forestry. Raising awareness of gender issues through national media campaigns.

[4.34] Phase 4 had a clear training strategy consisting of five linking steps with objectives (see Box 4.2)³⁵. This strategy was based on experiences in Phase 3. Innovations introduced in Phase 4, included tracking of action plan implementation and an on-line forum for sharing experiences, innovative strategies, challenges and resources on gender mainstreaming in energy projects.

[4.35] There was a focus on building not only individual capacity but also organisational capacity by selecting at least two participants from an organisation for training ENERGIA. Selection criteria for participants included (i) being convinced about gender approaches; (ii) able to mutually support each other in the organisation; (iii) working at management level in a position to influence organisational policies, as well as able to take decision to implement gender and energy strategies. The reaction by survey respondents to ENERGIA's training has been very positive. In particular the strategy of including higher levels of

³⁴ ETC (2012), ENERGIA Phase 4 Progress Report 2011: page 41

³⁵ In Africa there were eight steps four of which had been part of Phase 3's TIE-ENERGIA.

management in training initiatives was specifically referred to since it is considered that this leads to the whole organisation understanding the need for, and the benefits of, gender mainstreaming in their work and workplace. Presenting gender not as a theoretical concept but as a practical tool using exercises, discussions and field work was also seen as a plus point.

Box 4.2 ENERGIA's Capacity Building Strategy (Phase 4)

- Step 1: Training of trainers and practitioners:* ENERGIA provided gender and energy trainings to experienced gender trainers at regional workshops. They in turn organised training workshops in their respective countries, thus making this expertise available in the many developing countries where ENERGIA is present.
- Step 2: Creating national training packages:* The national trainers developed materials with country-relevant content, and then match appropriate training content and local case studies to the needs and expectations of the target group.
- Step 3: E-learning:* ENERGIA developed an online, e-learning course on basic concepts on gender and energy, which can be accessed directly through the ENERGIA website (www.energia.org). The e-learning package was also used as preparation for training workshops, which helps ensure that all participants started with a common understanding of the concepts of gender and energy
- Step 4: National training workshops:* Through the workshops, energy practitioners gained an analytical and conceptual understanding of the gender/energy/poverty nexus, as well as practical tools they could use to design and implement gender sensitive rural energy access projects (including problem definition, needs assessment, design of intervention, and evaluation).
- Step 5: Action planning and coaching:* Following the workshops, selected number of participants received coaching and exchanged ideas and experiences within "communities of practice" to help them integrate what they had learnt into their work

[4.36] Following on from the "Gender Face of Energy" produced in Phase 3, in Phase 4 two more **training modules** were developed with different target audiences. First was a practical guide for mainstreaming gender into energy access projects: "Mainstreaming Gender in Energy Projects: A Practical Handbook" (Appendix 8). The handbook was developed in collaboration with 20 medium/large scale energy access projects in Africa and Asia, a number of which involved ENERGIA focal points or have become project partners. The handbook is available on the ENERGIA website. A number of respondents to the survey for this report referred positively about the Handbook which is considered a useful tool for building capacity for mainstreaming in projects. Typical responses are: "*it helped me organise my thinking and didn't take time to put in place*" and "*it is practical and very clear on how to mainstream gender in projects*". The self-assessment tool for project management has been positively received. It helped an organisation which thought it was gender aware to realise that it wasn't and adjusted practice accordingly.

[4.37] The work for Norwegian Agency for Development Cooperation (NORAD), also included the development of a training programme: "Mainstreaming Gender in the Energy Sector". The target group had a different composition to the other ENERGIA training material. In addition to energy planners and project managers with a technical background (target group for the other courses), gender specialists working in the energy sector and Gender Focal Points wanting to gender mainstream in organisations. The focus is on mainstreaming gender in energy organisations including their employment practices and processes of gender mainstreaming. Another new venture was to include large energy infrastructure, oil and gas whereas ENERGIA's focus at this point had been generally on small scale energy systems. There are 14 units which could be used for self-study. There is also an accompanying trainers manual. All the material is English and Portuguese. Only the Portuguese manuals are on the ENERGIA website.

[4.38] In 2007 an **e-learning training module** was finalized. It is an open access resource available through the

ENERGIA website. The course is for self-study and contains four modules covering gender and energy concepts and gender in energy planning. The course provides a convenient mechanism to reach a wide audience which would be generally classified as practitioners. Self-study allows the reader to work at their own pace and at their own convenience. Between 2007 and 2011, 221 practitioners had used the e-learning. ENERGIA IS used the training module in the national training workshops on 'Mainstreaming Gender Concerns in Energy Projects' held in 13 countries in the Africa region³⁶. To ensure that participants begin the actual workshop with a common understanding of key concepts participants were required to complete the module prior to participating in their national workshop. To check that participants had completed the module they were given a test on the material at the beginning of the workshop about which they were forewarned. When the majority of participants did not have access to the internet a contingency measure was to use hard copies.

[4.39] The e-learning material was developed at least six years ago based on the TIE-ENERGIA 'Gender Face of Energy'. As such the material is rather dated and contains very few examples of gender in energy. At the time of TIE-ENERGIA there was not the wealth of case study material available that exists now.

[4.40] Participants expressed the opinion during end of training workshop evaluations held during TIE-ENERGIA that maximum benefit would be gained by support on re-entry to their organisations when they started to implement their new knowledge and skills. In response to this suggestion, in Phase 4 **coaching by mentors** (that is a senior person teams with a junior person during project implementation to provide 'on the job' capacity building) was introduced. Coaching groups were established consisting of two to three 'trainees' who had participated in five day national training workshops held in the 13 African countries which had been involved in training in Phase 3³⁷. The trainees were supported in the implementation of their action plans for mainstreaming gender into their own projects which they had prepared during the national training. Trainers were required to adapt the TIE-ENERGIA material to the local context. The mentors tracked progress and reported that approximately 71% of these project practitioners have incorporated elements of gender mainstreaming in their work. The effectiveness of this approach can be seen in the reaction of respondents who were interviewed for this study. Those who had participated in the coaching groups said that they felt a detectable improvement in skills and self-confidence. People who had not been part of the coaching/mentoring but knew colleagues who had been mentored recognised their greater self-confidence and knowledge about gender and energy. Nevertheless, this is a very intensive method and while having benefits does not contribute to building a significantly large enough body of expertise to respond to the demands for gender and energy experts which could arise in the context of SE4ALL.

[4.41] Several interviewees who have been involved in training courses or been involved in projects which have used ENERGIA's GM approaches, have cited examples of projects in which they continued to use these approaches. The benefits appear in different ways. Respondents have a better understanding of the concept of gender. There are examples where organisations have built their gender competency by partnering with ENERGIA which has allowed them to win contracts they consider they would not have won prior to having their gender capacity built. In Nepal, after the Community Rural Electricity Entities' (CREEs) awareness was raised about the value of involving women in its governance and as users' of electricity for their enterprises the CREEs now have a higher female membership. The CREEs are providing special provisions to ensure that also the poorest households, where women are often the household leader, have an electricity connection.

³⁶ Botswana, Ghana, Kenya, Lesotho, Mali, Nigeria, Senegal, South Africa, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe

³⁷ ENERIGA/Botswana Technology Centre, (undated), *Request For Concept Notes for Conducting National Training Programmes and Post-Training Follow Up on "Mainstreaming Gender Concerns into Energy Projects"*. ENERGIA Africa Phase 4 Programme for 2009 – 2010

4.4 Dissemination Activities

- [4.42] Dissemination activities are taken in this report to consist of two components: the mechanisms by which information is generated and how that information is shared with others. As was pointed out earlier, dissemination activities are not usually a stand-alone activity but are integrated with other mainstreaming activities or another activity will provide an input into a dissemination activity. The outputs of the dissemination activities of Phases 3 and 4 have been analysed in terms of (i) target audience; (ii) level (international, national, local); (iii) types of activities (e.g. conference, document, webpage etc); (iv) Dissemination Action Plan (Internal/External)³⁸. ENERGIA's dissemination activities have been primarily to support the network's advocacy activities. Therefore this section looks first at the way ENERGIA conceives of advocacy. This is followed by a brief overview of the way that dissemination activities have evolved between Phases 3 and 4. Some examples are given of the effectiveness of advocacy activities at the international and national levels. The section concludes with an overview of the different media used by ENERGIA.
- [4.43] ENERGIA has since its inception aimed to provide evidence related to gender and energy to inform policy and practice through **advocacy**. ENERGIA defines 'advocacy' in Module 4 of the Gender Face of Energy as: *an approach that aims to change aspects of the current situation by influencing people with the power to make decisions. Advocacy is about influencing people, communities, policy, institutional structures, etc. in order to achieve a certain goal - a certain change*³⁹. In the context in which ENERGIA works the aim would be to create more gender aware energy policies and practice. Advocacy aims at changing policies, attitudes, power relations, social relations and institutional functioning which contrasts with lobbying. Lobbying involves direct communication with policymakers in order to encourage them to formulate or amend policies and legislation whereas advocacy would use a broader set of approaches and targets a broader set of stakeholders than policy makers. It is this broader set of approaches that constitute the dissemination strategy.
- [4.44] Phase 3 dissemination activities had a significant component of knowledge generation which included 8 case studies, 7 conference papers, 3 regional annotated bibliographies, a brochure and a tool kit and resource guide. These were divided between awareness raising of the need for gender mainstreaming in the energy sector and guides on how to do it. This links with ENERGIA's findings leading into Phase 3 that many in the energy sector did not see the value of gender mainstreaming and if they did, they did not know how to. For case study material ENERGIA was generally dependent on NGOs to generate the material which involves some uncertainty over the reliability of the material. The success of advocacy is closely linked to the quality of the evidence base. It creates legitimacy. To create a high quality evidence base saw ENERGIA in Phase 3 take the initiative to start to build that evidence with its first research programme known as the Collaborative Research Group on Gender and Energy (CRGGE) which was funded by DFID as part of their Knowledge and Research Programme. This programme aimed to provide a coherent body of knowledge presented in eight publications including a synthesis report. The programme set out to fill the gap in empirical studies linking gender, energy and the MDGs, to provide convincing evidence for policymaking. Researchers used a wide variety of tools and methods from a number of disciplines including both qualitative and quantitative data and the inclusion of people's perceptions⁴⁰. The findings and methods used in this programme laid the foundations for the current research programme. The findings have also fed into advocacy activities, for example issue 8.2 of ENERGIA News was dedicated to the research output.

³⁸ This framework draws Communication Strategy developed by ENERGIA IS for the DFID/ENERGIA Gender and Energy Research Programme.

Internal means targeting individual and organisations within a project or the network at national, regional and international levels while external means targeting academics, policy makers, project managers and project officers in the energy sector.

³⁹ ENERGIA (2010), *Gender and Energy Advocacy*, Module 4, The Gender Face of Energy. pp7

⁴⁰ CRGGE (2006), *From The Millennium Development Goals Towards A Gender-Sensitive Energy Policy Research And Practice: Empirical Evidence And Case Studies*. A Synthesis Report. ENERGIA/DFID KaR.

- [4.45] A measure of the effectiveness of this body of knowledge and the dissemination strategy is the impact that the publications have. Not only is this measure of intrinsic value to ENERGIA to assess whether or not objectives are being reached but also a measure of impact is increasingly required by funding agencies who are not only interested in the quality of work they have funded but also its influence – to what extent, and how, has an intervention contributed to improving the lives of women and men, girls and boys? Impacts of publications are notoriously difficult to measure and, at least in academia, the metrics are highly contested⁴¹. Appendix 9 shows the data for the metrics of two papers on gender and energy published, although not under the ENERGIA logo, at least 14 years ago which should be sufficient time for impacts to be felt. One paper is in an academic journal and one is ‘grey literature’. The data are indicative of the impact of these two publications. Both are cited in a range of publication types (both academic and non-academic). It is interesting to note that there has been an increase in the citations of both papers since 2011 which may be linked to the increased interest in energy and development at the global level, for example by SE4ALL. Both papers are showing an increased number of citations in academic theses (both masters and doctoral) which may indicate that academic researchers consider gender and energy a specific area of research interest. However, the researchers appear to be generally from social science rather than engineering.
- [4.46] Phase 4 recognised that, up to that point, ENERGIA’s approach to knowledge management⁴² had been “incidental, rather than an integral part”⁴³ of the programme and acknowledged the need to change this. This can be seen as a response to the recommendation of the Phase 3 evaluation which stated that a more focused dissemination of the network’s messages aimed at national institutions was required⁴⁴. TIE-ENERGIA produced a sub-module *Communicating Project Results* which is only one aspect of a communication strategy.
- [4.47] During Phase 4 ENERGIA IS developed a strategy of knowledge management which was seen not only as an approach to sharing information but also as a contribution to strengthening the ENERGIA network. The type of information being shared also broadened from case studies about experiences and lessons learnt in gender and energy to building a body of knowledge of ‘first hand experiences that demonstrate how gender-specific impacts can be generated through rural energy access projects/markets’⁴⁵. This development has a two way information flow – first it is to build a coherent body of evidence which can be used for advocacy to inform policy makers and project developers about the benefits of a gender approach and second it can be used to inform ENERGIA’s project partners how to mainstream gender into projects.
- [4.48] The **Effectiveness** of the dissemination strategies can be seen at different levels. An example at the international level from Phase 3 is the influence on the Commission for Sustainable Development (CSD). ENERGIA was a coordinator for one of the recognised major groups (Women) through which the network was able to purposefully position itself to bring gender onto the agenda at the meetings for CSD 14 (2006) and 15 (2007). To achieve this objective required a strategy of engagement both before and during the meetings. During the CSD preparation cycle all governments are required to hold consultations. At the national level network members participated in their country-level multi-stakeholder consultations (11 in sub-Saharan Africa and 8 in Asia) which enabled them to make inputs into national CSD reports and to meet with government officials. ENERGIA also target the regional level by commissioning overview regional reports from the focus regions of Africa and Asia, as well as from regions where the network has links but few activities, that is, the Pacific, and Latin America and the

⁴¹ An overview of the issues related to measuring research impacts for academics can be found on: <http://www.dcc.ac.uk/resources/how-guides/track-data-impact-metrics#why-measure-the-impact-of-research-data> (accessed 4 March 2016).

⁴² The term ‘knowledge management’ is defined as the creation, capture, storage and dissemination of information.

⁴³ Knowledge Management within ENERGIA Phase IV: 1

⁴⁴ Ramani, K V and Fernando, P., (2005), Evaluation of International Network on Gender and Sustainable Energy (ENERGIA): Evaluation Report

⁴⁵ Knowledge Management within ENERGIA Phase IV: 2

Caribbean⁴⁶. Having national experts write papers for these reports helped build their capacity and local knowledge about gender and energy which would enable them to provide government officials with appropriate and timely advice rooted in the local context to “move the discussions on gender and energy needs beyond generalities and offer specifically-targeted national [.....] policy recommendations”⁴⁷. A measure of success of this approach is that network members involved in the publications were included in official national delegations for Botswana, Senegal and South Africa.

[4.49] During the CSD 14 and 15 processes, ENERGIA gender and energy experts participated in a range of activities such as caucus meetings, side events, learning centre workshops, and informal consultations with government delegates, UN agencies and other international organizations. There was out-reach to other areas, including economic development, health and climate change, highlighting the importance of the links with energy and the need for gender-sensitivity in approaches to deal with the issues. A measure of the success of the strategy can be seen in the inclusion of text in the final statements.

[4.50] There have been successes at the national level. For example, in India the ENERGIA network, coordinated by Integrated Research and Action for Development (IRADe), successfully advocated for a national policy mandating the provision of fuel wood plantations within one kilometre of all habitations of people without access to affordable clean fuels. A small number of rural women in Mali were given the opportunity to participate in the annual national environmental forum to discuss their energy needs. These women had participated in exchange visits between villages to see alternative cooking stoves, solar drying systems and tree-planting programmes.

[4.51] Interviewees were generally positive about ENERGIA’s advocacy activities. ENERGIA’s approach makes issues visible and brings them to the international table. One respondent summarised ENERGIA’s approach at the country level as “*giving ownership to processes, and working in transparent, participatory and consensus building manner inspires people to take up gender issues*”. At advocacy events success was seen to be based on having a strategy for participation and having good quality products.

[4.52] ENERGIA uses a range of different communication media. ENERGIA News is an important mechanism for sharing knowledge. A newsletter is a medium which can be distributed at events (during the time period for the focus of this study these events included World Bank Energy Week, CSD 14 and 15 and the WREC IX). It is distributed in hard copy to a mailing list of subscribers (2546 in Phase 3) and is available on-line (including an archive which is a valuable resource). The trend has been towards themed issues. Between Phases 3 and 4 ENERGIA News underwent a ‘face-lift’ moving from printing in two-tone to one using colour photography.

[4.53] ENERGIA uses a subscriber list server⁴⁸ for sharing information about the network’s and partners’ activities which appears in email boxes regularly. A technological change which was (and continues) taking place during the period of our focus was the internet and other forms of electronic communication (including the mobile phone) – access in Africa and Asia has continued to improve. It is noted here that since the end of Phase 4 ENERGIA has begun to use social media such as Facebook and Twitter which are considered to be useful tools for advocacy. Network members were also encouraged to use these communication channels with six ENERGIA network members participated in short training programme on the use of Social Media for advocacy.

[4.54] ENERGIA partners interviewed for this study reacted positively to ENERGIA’s published materials. For example, The European Union Energy Initiative Partnership Dialogue Facility (EU-EIPDF) Energy Briefing Note is regarded as practical and uses the message: ‘this is what you can do’ not ‘this is what you must

⁴⁶ The commissioned studies were published as a book “Where Energy is Women’s Business: National and Regional Reports from Africa, Asia, Latin America and The Pacific”.

⁴⁷ ENERGIA IS (2007), ENERGIA Phase 3 Programme 2006 Annual Progress Report. ETC Project Number: 022129, ENERGIA, Leusden, The Netherlands: 23

⁴⁸ One for Africa and one for Asia.

do'. The lack of compulsion makes it easier to accept for those who are unsure about adopting a gender approach. The Note contains four theme areas Energy Access, Renewable Energy, Biomass Energy and Energy in the Home. For each theme the core gender issues are described, what a gender responsive strategy should consist of, some examples of good practices in implementing the strategy are provided together with tracking indicators. The section is completed with further reading suggestions.

[4.55] In summary the target audience during the time under review there has been no formal Dissemination Action Plan although there has been a substantial body of output – primarily in the form of written material. The target audience has primarily been policy makers at the international level and national levels – for the latter ENERGIA IS has supported partners and focal points. It is not clear to what extent material reaches down to the local level. In terms of changes occurring in some focus countries (e.g. Indonesia and Kenya) where energy policy and planning are being decentralised and delegated to lower tiers of government. At this level there is little experience of gender mainstreaming [see para 4.14] and ENERGIA has the experience. (iii) types of activities (e.g. conference, document, webpage etc); (iv)

4.5 Role of ENERGIA's in-country partner

[4.56] This section reviews the work of ENERGIA's in-country partners particularly focusing on the in-country partners (or national focal point (NFP) as they were known in Phases 3 and 4) in the three in-depth countries (Kenya, Nepal and Senegal) with supporting data from other countries.

[4.57] During Phase 3, there were 23 NFP organizations in Africa⁴⁹ and Asia⁵⁰. Support to focal points included two regional meetings which were held in two countries (India and Uganda) where there were NFPs to assist in profiling the network to key energy sector stakeholders (particularly at the government level). These meetings aimed to build NFP capacity through information dissemination and creating links with regional initiatives and institutions. During Phase 4 there were eight NFPs in Asia⁵¹ and thirteen NFPs in Africa⁵². In Phase 4, national networks (through the NFP) were provided with "seed funding" to develop activities that leveraged funds, created partnerships and implemented in-country gender and energy activities.

[4.58] The NFP in Kenya, Practical Action-Eastern Africa (PE-EA), has demonstrated considerable achievements in embedding gender approaches into the national energy sector. PE-EA became the national focal point for Kenya in 2002. ENERGIA IS provided initial support to the focal point for implementation of a small number of activities including mobilising and sensitising Community Support Organisation (CSOs) and other partners about gender and energy. ENERGIA IS continued to support the focal point through seed funding which help build the national network. ENERGIA further provided capacity building for focal point staff. Participation in TIE-ENERGIA involved coordination of the training programme for 13 countries in Africa and conducting the gender audit for Kenya. In 2009, the focal point organised a consultative workshop for network members aimed at increasing participation of members in gender and energy activities in Kenya. A network structure was established and members agreed to establish the Kenya Gender and Energy Network (KGEN) with Practical Action as the secretariat. In 2012 KGEN was registered as an independent NGO under the name ENERGIA-Kenya Network. Although it has remained as a project of Practical Action, currently, the Network is working towards operating independently as an organisation. The Network's activities have been decentralized to focal points in four counties to influence gender mainstreaming in energy planning and delivery at the county and sub-county level which mirrors developments in Kenya's national energy policy which is driven by the constitutional changes introduced in 2010⁵³.

⁴⁹ Mali, Ghana, Nigeria, Kenya, Tanzania, Zambia, Zimbabwe, South Africa, Lesotho, Botswana, Uganda, Swaziland and Senegal

⁵⁰ Bangladesh, India, Indonesia, Lao PDR, Nepal, Pakistan, Philippines, Sri Lanka and Vietnam

⁵¹ Bangladesh, India, Indonesia, Nepal, Philippines, Lao PDR, Vietnam and Pakistan

⁵² Kenya, Tanzania, Uganda, Senegal, Mali, Ghana, Nigeria, Zambia, Zimbabwe, Botswana, Lesotho, Swaziland, and South Africa

⁵³ <http://www.tikenya.org/index.php/press-releases/327-the-county-governmentand-its-structures> (accessed 29

[4.59] The national focal point ENDA Senegal, has played a critical role in implementing gender and energy activities through the national gender and energy network (REGES). These activities include bringing together organisations and individuals from a range of stakeholders (both at Francophone sub-region and at national level) within the energy sector, mobilizing them through capacity building initiatives such as gender and energy courses with the help of ENERGIA (see Section 4.2). Other activities where the in-country partner has had a leading role includes taking part in the Commission on Sustainable Development activities, gender audit of energy policies (see Section 5) and gender mainstreaming processes in projects including the National Biogas Programme (GNP) and the Programme for the promotion of renewable energy, rural electrification and a sustainable supply of domestic fuels (PERACOD). ENDA Senegal has also played an active role in the AFREA project PROGEDE in Senegal. There has been cross-fertilization between ENERGIA and AFREA's approaches in Senegal.

[4.60] CRT/N is the ENERGIA focal point in Nepal. The organisation has built a reputation for work on gender and energy and network members see it as a centre of expertise on gender mainstreaming. The organisation is considered unique in being the only organisation in Nepal which combines gender and energy; there are many other organisations which focus on either gender or energy. CRT/N started the ENERGIA network in 2004 recruiting organisations that had an interest in gender and energy. In 2006 CRT/N received ENERGIA seed funding and were supported by the Regional Secretariat in delivering its activities. Some of the activities within the network included capacity building (such as providing training courses on gender and energy), working closely with the Alternative Energy Promotion Centre (AEPIC) on a Rural Electrification strategy, conducted a gender audit and been involved in a number of projects such as the Biogas Support Programme and a micro-hydro scheme as part of UNDP's Renewable Energy Development Programme. CRT/N works with government ministries and organisations on gender mainstreaming, for example, they were involved in developing the 2010 Policy Brief together with the Department of Environment which is considered to have influenced the National Renewable Energy Program (NRREP). There is evidence that CRT/N as an organization has mainstreamed gender into its own operations. CRT/N aims to include gender in all project proposals, even when a proposal call makes no specific provision for attention to gender. The organization grants paternity leave which is not common practice in Nepal. After Phase 4 ended ENERGIA IS no longer provides core funding.

[4.61] There are now also networks registered as legal entities in Tanzania and Ghana. The network in Tanzania is contributing to reviewing the Energy Policy and has collaborated with the Rural Energy Agency and GiZ.

[4.62] There was no response from the NFPs in Lesotho and Philippines. In Zambia, the lack of core funding from ENERGIA was considered a factor in the network being inactive. Ceasing the allocation of core funding to focal points has been problematic. The extent to which the focal points have continued to function running national networks is variable. Some were embedded in organisations which were able to support national networking activities (e.g. Kenya) and have the capacity to leverage other sources of funding. Whereas those focal points which were independent consultants have not been so active in maintaining national network activities (e.g. Lesotho). In some countries ENERGIA national networks have formed legal entities whereas in other countries there is the expectation that funds to run the network will be provided by ENERGIA.

[4.63] A desk-study stakeholder analysis was made for the three focal point organisations in the focus countries (Appendix 6). The analysis required the listing of organisations the NFP interacted with in relation to gender and energy, and an estimation of the level of importance that organisation had in terms of influencing energy policy and in promoting a gender approach. They were also asked to conduct a similar analysis for organisations active with gender and/or energy they had not worked with. The analysis is based on perceptions and not on any systematic approach, such as multi-criteria analysis. As such it can be considered to be more representative of the approach an NGO might take in identifying organisations to target either for advocacy or as project partners. The organisations identified represent the current

situation rather than the historical period which is the focus of this study. The influencing organisations also depend upon context.

[4.64] The three NFPs all interact not surprisingly with the Ministry of Energy. International development agencies (World Bank and ADB) clearly play a significant role in influencing gender mainstreaming and in Kenya and Nepal SE4ALL is indicated also as a key player. In terms of developing a strategy for future directions, an analysis of which organisations the NFPs are not interacting with is particularly constructive. In Kenya and Nepal, the oil and gas sector has not featured while in Senegal there has been involvement with the hydrocarbons department, which reflects the significant LPG programme in Senegal. Of relevance to women's economic empowerment is the lack of engagement with two significant groups: producer organisations and financial agencies. While both are important for enabling access to finance the former could also play a role in promoting energy efficiency and access to clean energy. There is also no interaction with sectors with strong gender components and energy demand, e.g. health, agriculture, education.

[4.65] The stakeholder analysis for the three focal points in this analysis shows (see Appendix 6) that although they are actively engaging with key players in the energy sector there is a lack of engagement with gender/women's ministries. The involvement of institutional support has been identified as one of the key factors which needed to be placed in order to engendering energy policy⁵⁴. All of the countries where our three focus NFPs work have ratified Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and the Beijing Platform for Action. As indicated above these conventions are playing an important role in mainstreaming gender into policy. However, there can be bottlenecks for GM in the energy sector when the Ministry for Women⁵⁵ does not prioritise energy as a sector for gender mainstreaming since it is not seen as a sector with significant impacts for transforming gender roles and relations or creating opportunities for women. A contributory factor, at least in countries where ENERGIA is active, is the lack of engagement with the official organisations that have direct responsibility for formulating and implementing gender policies.

4.6 Lessons Learnt

[4.66] This section identifies lessons learnt by ENERGIA and partners in mainstreaming gender into energy projects and programmes. It draws upon project reports and interviews with ENERGIA IS and ENERGIA's partners. In the case of the latter it should be noted that partners responses sometimes reflect experiences with gender mainstreaming projects other than in partnership with ENERGIA. The section reflects the structure of section 4.5 and is sub-divided into general lessons learnt, followed by lessons learnt with GAPs, Capacity Building and Dissemination. The lessons learnt by the three country focal points are integrated into these sub-sections.

4.6.1 Lessons Learnt with Mainstreaming Gender in Energy Projects and Programmes

Good practice in programme/project implementation

[4.67] A key lesson is that to be most effective gender mainstreaming needs to take place in the design phase⁵⁶. This enables well-defined gender objectives and targets with a budget to be clearly designated and allows for the inclusion of a gender expert. A necessary pre-requisite for success is the commitment of management to GM, in particular to the Gender Action Plan which should be the output of each project and the overall programme. The GAP should be part of the M&E framework. Each project should be contextualised in the design phase in terms of both the political economy (using a gender analysis of the energy sector and other macro-level changes) and the local culture (particularly in respect of gender

⁵⁴ J S Clancy and M Feenstra (2006), *How to Engender Energy Policy*. Technical Paper prepared for ENERGIA.

⁵⁵ Here we use 'ministry of women' as a generic term to cover the government body responsible for gender equality.

⁵⁶ This is also a finding from AFREA.

norms and values). The former identifies synergies and potential bottlenecks. This was an important lesson learnt with the work for ADB in Sri Lanka, Bhutan and Nepal. Even within the same country there can be variations in gender norms and practice (para 4.14).

[4.68] Conducting a stakeholder analysis helps develop strategies for gender mainstreaming. It helps identify which organisations to engage with and whether they need support and the nature of that support. For example, the Ministry of Energy and Power in Kenya was identified as a key player in the energy sector which can “enforce gender targets in performance contracting if it is well supported with training and awareness on gender concepts”.

GM takes time to work

[4.69] All the projects reviewed for this study have shown that gender mainstreaming requires time and effort both to institutionalise so that GM becomes part of standard practice and to show results at the output and impact levels. The workshop participants’ SWOT analysis considered this to be one of the weaknesses of the approach. However, this conclusion may have more to do with a mismatch between their initial expectations and the actual outcomes. To ensure partners have realistic expectations requires management of expectations and realistic setting of indicators, for example, having indicators with a short time horizon (to demonstrate achievement which promotes motivation) as well as longer term outcomes and impacts. Realistic expectations are helped by the realisation that reaching successful outcomes is a step wise process with important preparatory stages before implementation of activities. The process can start with engendering project documents, followed by institutional changes based on capacity building of staff including senior management, after which implementation of gender focused activities can start.

[4.70] ENERGIA’s own experience of GM in energy projects was that when GM activities were a ‘separate component’ in a project it could be difficult to meet internal delivery timelines since these would be competing with the dynamics, (for example, government and donor obligations competing with the GM process for staff time), delays and timelines of the projects and organizations being supported with GM⁵⁷. ENERGIA end of Phase 4 reflection identified an important lesson learnt is the need for close technical assistance on how to mainstream gender in energy projects.

Flexible approach

[4.71] ENERGIA’s experience in Phases 3 and 4 shows that the GM methodology and tools need to be flexible enough to be adapted to different type of projects and organizations, according to scale, project components, technologies, business model, partner organisations’ level of knowledge and capacity related to GM, and the entry point of GM in the project cycle.

[4.72] What seems to be the ‘bottom-line’ for ensuring that mainstreaming gender into projects is sustainable is the integration of gender indicators using sex-disaggregated data into the existing project indicators and gender tools into the existing M&E framework, including user surveys, rather than carrying out separate gender surveys.

[4.73] Flexibility also comes with understanding the perspective of different stakeholders. Male resistance to women’s participation in an energy project is not necessarily because they fear changes in gender roles and relations but that they are not always clear why they are excluded from an opportunity.

[4.74] Similarly, technical staff may be more easily convinced about GM by project efficiency arguments than by women’s empowerment arguments. Several respondents have reported the problems technical staff have in accepting attention to gender in energy projects: “*when GM is proposed by ENERGIA, we follow what is recommended by the project scope and what ENERGIA tells us to do but we do nothing beyond that*”.

⁵⁷ Phase 4 Final Report (p23)

Embedding GM in organisational policy and practice

[4.75] When funding is conditional on fulfilling a GM requirement it can undermine the sustainability of mainstreaming efforts to internalise GM into an organisation's policy and practice. ENERGIA's experience is that a sustainable gender mainstreaming process requires the project management to take ownership of the implementation. Ownership can be facilitated when organisations respond to a call for proposals since this signals an interest to engage with gender approaches.

Embedding GM in an organisation is helped by having a person strategically placed at a senior level, a gender champion, who will make the case for taking a gender approach.

[4.76] Organisations often appoint a person as the organisation's or department's gender focal point to be responsible for GM. However, when this responsibility is an 'add-on' task for the person identified as the focal point it can inhibit the GM process, for example, the focal point might have lack of time to implement a GAP.

[4.77] Organisations can have a high staff turnover, which lead to gender knowledge and skills for GM to seep away. The lesson learnt is that an organisation needs to accept that GM training is not a one-off activity but part of a continuous process.

[4.78] While the number of women and men with gender backgrounds and knowledge of the energy sector is increasing there may be a lack of local experts to support a particular energy project. This may lead to external consultants countries being brought in. Some respondents saw this as negative since these consultants often have no background in gender and can fail to see the connections between gender and energy and hence relevance of GM. Hiring an external consultant circumvents the process of institutional change needed for gender mainstreaming Other respondents did not see external consultants as a negative influence instead that they could bring new ideas. An alternative to the lack of local consultants is to use an external advisory group to peer review the GM process and outputs.

Role of donors⁵⁸

[4.79] Donors have considerable influence with governments and hence can play a key role in shaping the enabling environment in which ENERGIA is mainstreaming gender in the energy sector. Donor influence can be supportive, presenting gender mainstreaming from a business case perspective. However, to ensure sustainability within policy and practice, care needs to be taken that governments do not adopt a 'gender approach' because the donor requires it rather from a genuine conversion to gender equality.

[4.80] Donors can be inconsistent in their approach to GM for example altering their policy objectives, such as switching from women's empowerment to human rights. Respondents cited examples of projects where the donor asks for gender to be included after the project has been running for some time. This can be too late to do anything meaningful - as one respondent put it: "*other than to count the numbers of women and men participating in meetings*". Here the lesson learnt was that while it is not possible to change the overall terms of reference of a project, it is possible to adapt an annual work plan to insert more meaningful activities.

4.6.1 Lessons Learnt with GAPs

Introduce GAP at design phase

[4.81] A GAP is most successful when it is incorporated in the design phase of a project (para 4.22). This is not to say that a GAP has no effect if introduced at a later stage in the project cycle. However, it runs the risk of being a parallel rather than integrated process which competes for attention rather than being a key component of the success of a project. There is also the risk that there will be limited or no budget for the GAP implementation.

Build capacity

⁵⁸ It should be noted that the 'donors' referred to here are not necessarily those which funded Phases 3 and 4.

[4.82] Organisations require their capacity built to design, implement and monitor their GAP. They also need support when first implementing a GAP.

4.6.2 Lessons Learnt with Capacity Building

Training is key to acceptance of GM

[4.83] GM is more readily accepted and implemented by those with training in concepts and methods. Nevertheless, some respondents report that training in gender mainstreaming does not necessarily completely remove male resistance. Some men do not necessarily implement what they had learnt and negative perceptions of women 'being able' to do technical work or be in leadership roles persist.

[4.84] Training needs to take place at all levels using different approaches with a range of stakeholders not only the direct beneficiaries of an intended intervention. Training needs to be framed in terms of a stakeholder's interests with tailor-made inputs e.g. policy makers are more likely to be interested in generating data that demonstrates outcomes than details of project implementation.

[4.85] Unless the whole organisation undergoes gender training there can continue to be resistance to addressing gender issues or accepting women outside of their traditional role (e.g. Human Resources Department in Botswana Technology Centre (BOTEC)).

Establishing long-term relationships to build organisational capacity

[4.86] Institutional change has been brought about by a long term mentoring arrangement. This allows for a number of elements to be embedded in an organisation to ensure sustainability of GM. It allows the creation of a critical mass of individuals which are considered essential inside an organisation to bring institutional change. It helps compensate for high staff turn-over so that an organisation is not dependent on only one or two individuals for its GM expertise (identified as a threat in the SWOT analysis). There is mutual support between colleagues. For example, a Gender Focal Point in an organisation can feel isolated when she (or he) is the only person trained or allocated responsibility for Gender Mainstreaming. It allows for buy-in by senior management and the creation of gender champions (people who are identified as playing a key role in transforming organisations).

4.6.3 Lessons Learnt with Dissemination Activities

Communications Strategy rather than Dissemination

[4.87] Dissemination is only one part of a communication strategy. A good communication strategy is not just about telling the results. It has multiple objectives including preparing the ground for the target of the strategy (who can be from a range of stakeholders both internal and external to ENERGIA) so that the message is well received and in a form that the recipient relates to.

[4.88] Projects tend to focus their communications on external stakeholders, however, internal to a project are also stakeholders who should be targeted with appropriate information. A project should have a strategy which forms an integral part of project design with key milestones throughout the project. The objective should be to inform all stakeholders in a project/programme about the objectives, activities and predicted outcomes of the project. This can be a useful tool in getting early buy-in and help manage perceptions and expectations of GM.

[4.89] A dissemination strategy, no matter how well organised is at the mercy of the political economy. For example elections bring political change in energy policies and decision makers in ministries of energy. The referendum for the new constitution in Kenya in 2010 and the change in Government in Nepal caused disruption to ENERGIA's efforts to influence gender mainstreaming in energy policy.

[4.90] Advocacy at the international level is most effective when based on concrete evidence which can use both qualitative and quantitative data to convince policy makers. International events allow for making

contact with government delegations which provide entry points for work at the national level.

4.7 Recommendations

[4.91] This section provides the recommendations to increase the effectiveness of ENERGI A's approaches to gender mainstreaming in energy projects and programmes. The recommendations are organised reflecting the order in which the approaches are presented in section 4. An overview of the recommendations is provided in Box 4.3.

Good Practice for Gender Mainstreaming in Projects and Programmes

[4.92] The ADB project can be considered as providing an example of good practice in mainstreaming gender into energy projects. It is recommended to include as a matter of standard practice to include an analysis of the political economy (using a gender analysis of the energy sector and other macro-level changes) and the local culture (particularly in respect of gender norms and values). The former identifies synergies and potential bottlenecks. Even within the same country there can be variations in gender norms and practice (para 4.14). In particular the inclusion of an anthropologist in the design phase can be helpful in identifying local culture.

[4.93] ENERGI A in Phases 3 and 4 focused to good effect on civil society organisations and government agencies. However, this is missing engaging with a key player in the energy sector: the private sector. This was recognised in the Phase 4 Lessons Learnt (para 4.3). It is recommended to develop a strategy to increase engagement with the private sector⁵⁹. The business case for gender mainstreaming is most likely to be of greatest interest to the private sector, therefore, it is recommended that evaluations of energy access projects also includes an evaluation from the utility or energy service company's perspective.

[4.94] ENERGI A's National Focal Points should conduct on a regular basis a stakeholder analysis to identify organisations which can help achieve gender project goals either as project partners or as enablers of the environment in which the project is to be implemented. Such an exercise can help extend the boundaries beyond their regular energy sector partners. Stakeholder analysis can also help identify any necessary support required to organisations in their mainstreaming efforts.

Gender Action Plans

[4.95] While a GAP has become a requirement for ENERGI A's project partners, it has (at least until the end of Phase 4) not been a requirement of national focal points. Given the successful influence GAPs have had on organisational change and success in reaching project objectives, it is recommended that this should in future be a condition for continuation in the role.

Capacity Building

[4.96] Given that one of the mechanisms for meeting Beijing Platform for Action is countries is the establishment of gender focal points in ministries, the training manual *Mainstreaming Gender in the Energy Sector* prepared by ENERGI A as part of the NORAD programme could represent a valuable resource which could be used to build capacity. Currently only the Portuguese version is available (para 4.34). It is recommended that ENERGI A approaches NORAD to discussing making the English version available.

[4.97] ENERGI A's *e-learning* course is now rather dated (para 4.35). There is a lot more material available on gender and energy than when the course was first developed and there is an interest in a wider range of issues. The course should be updated to reflect these developments. Care should be taken not to overlap but to complement the course offered by the World Bank Institute.

⁵⁹ This has already started to happen as can be seen for example in the recent (2014) ENERGI A publication by Cecelski and Matinga "Cooking with Gas: Why women in the developing world want LPG and how they can get it" in collaboration with the World LP Gas Association.

Dissemination Activities

- [4.98] It is recommended that ENERGIA IS develops a Communications Strategy for use in all its operations. The document prepared for the DFID/ENERGIA Gender and Energy Research Programme can be seen as an example of good practice which can be shared with future projects.
- [4.99] The results from the publications impact assessment appear to indicate an increased interest by academic researchers. It is recommended that this exercise is extended to ENERGIA publications to confirm this trend since this will influence the communications strategy. The analysis could be further deepened to identify the disciplines of citing authors (eg gender/social science or energy/engineering).
- [4.100] Based on the success of GAPs it is recommended that ENERGIA adopt a similar policy towards projects having a clear Communications Strategy making it a requirement for all projects. The development of the strategy should include a stakeholder analysis (see Appendix 7).
- [4.101] For partners to develop a communications strategy requires capacity building. It is recommended that ENERGIA update the sub-module *Communicating Project Results* to reflect the broader objectives of a communications strategy and incorporate the experiences to date.
- [4.102] A number of interviewees who had been in the coaching appreciated ENERGIA's past coordinated exchange of experiences between the countries which were considered to help organisations and countries to learn from each other. Dialogue rather than reading documents was regarded as more effective. However, physical meetings have significant financial costs. A cheaper alternative is Webinars which are increasingly popular as a dissemination tool so it is recommended that ENERGIA consider holding a series of Webinars for sharing experiences.

Box 4.3 Summary of Recommendations for Gender Mainstreaming in Energy Projects and Programmes

- Include an analysis of the political economy and the local culture.
- Develop a strategy to increase engagement with the private sector.
- Include the benefits from the utility or energy service company's perspective in project outcome evaluation.
- National Focal Points should be required to develop GAPs.
- National Focal Points should be required to develop a Stakeholder Analysis.
- Training manual *Mainstreaming Gender in the Energy Sector* should be available in English.
- Update the e-learning course.
- Develop a Communications Strategy for ENERGIA IS general operations.
- Analyse ENERGIA publications impacts.
- Require project partners to develop a communications strategy.
- Update the sub-module *Communicating Project Results*.
- Consider holding Webinars as a dissemination tool.

4.8 Indicators

- [4.103] These indicators can be seen as forming a checklist for good practice in GM in energy projects. They draw on the experiences of ENERGIA, AFREA and ADB.
- Gender is incorporated into the design phase for maximum effectiveness
 - A GAP is developed as part of the project design and is integrated into the monitoring and evaluation framework.
 - There is a communications strategy
 - There is a budget line for GM/GAP

- A context analysis from a gender perspective is made of the political economy and local culture⁶⁰
- Questions avoid neutral terms such as ‘community’, ‘people’ and ‘household’
- A local gender expert is part of the team⁶¹
- There is buy-in from senior management for GM

5 Gender Approaches for Mainstreaming in Policy: Gender Audits

[5.1] This section reviews the evidence of the influences that the gender approach (gender audits) undertaken by ENERGIA to mainstreaming in energy policies has had. The section begins with a brief description of the origins of ENERGIA’s gender audits, what they consist of and how they have evolved over the time period covered in this study. This is followed by an analysis of the outcomes, outputs and impacts of gender audits as a gender mainstreaming approach. This is followed by a section on lessons learned from ENERGIA’s experiences with gender audits, supplemented where appropriate by lessons learned by AFREA and ADB and concludes with some recommendations for future development of the approach including indicators for monitoring and evaluation.

5.1 Gender Audit Methodology

[5.2] Gender audits were developed by ENERGIA during Phase 3 when the network was interested into developing tools and approaches for mainstreaming gender into energy policy. A review of the literature on gender budgets which were being used by feminist economists to provide a mechanism for assessing the impact of government revenue and expenditure on women, men, girls and boys⁶² showed that while this was a powerful tool, the skills and knowledge required to understand government budgets is beyond many citizens⁶³ and therefore not very inclusive. This lack of inclusivity and failure to reach the grassroots was at odds with ENERGIA’s general mainstreaming approach. However, an alternative approach known as gender audits⁶⁴ emerged which seemed to match better ENERGIA’s approach. Funding as part of the European Union’s Intelligent Energy Europe project TIE-ENERGIA allowed ENERGIA to develop the audit approach for the energy sector as well as building a critical mass of local consultants on gender and energy. It should be stressed that a gender audit is not a financial audit or an external evaluation. Gender audits are a tool to identify and analyse the factors that hinder efforts to mainstream gender in energy policy. ENERGIA’s methodology for a gender audit is a participatory approach is primarily participatory and is led by a national team of experts. An audit provides in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, the links between gender, energy and broader national development objectives such as poverty reduction strategies. The audits identify the specific ways in which gender issues are, or are not, addressed and critical gender gaps in existing national energy policy formulation and implementation.

[5.3] The output of TIE-ENERGIA included five training modules⁶⁵, grouped together under the title “The Gender Face of Energy”, which are available in English and French on the ENERGIA website, as well as a

⁶⁰ If an intervention is planned in more than one area of a country, a gender analysis of each area needs to be made since there can be cultural variations in terms of gender within a country.

⁶¹ Where this is not possible and an outside consultant is involved, an anthropologist with knowledge of local culture should also be involved to identify gender norms, values and practices.

⁶² Budlender, D. & Hewitt, G. 2003. *Engendering Budgets: A Practitioner’s Guide to Understanding and Implementing Gender-Responsive Budgets*. London.

⁶³ Balmori, H.H. 2003. *Gender and budgets: a practical tool to advance towards equity*. Bridge Issue 12: Gender and Budgets.

⁶⁴ Moser, C.O.N. 2005. *An Introduction to Gender Audit Methodology: Its design and implementation in DFID Malawi*. London.

⁶⁵ The Concepts in Gender and Energy; Gender Tools for Energy Projects; Engendering Energy Policy; Gender and Energy Advocacy; Engendering Energy Project Proposal Development: Capacity Building of Organisations; Project Proposal Development.

lessons learnt document and flyers which were used as advocacy material, for example, in meetings around the Commission on Sustainable Development (CSD) 14 and 15 and the Millennium Development Goals (MDGs).

- [5.4] The first step in an audit is to assemble, under the guidance of a facilitator, an audit team composed of a small number of stakeholders from the energy sector including a range of expertise such as professional planners, implementation and monitoring staff, management, partner organisations and beneficiaries. ENERGIA has tried to ensure gender balance in the team. The composition of the team is important for mainstreaming gender into a range of government departments and utilities/agencies/companies involved in the energy sector. A role of the facilitator is to build the capacity of the team to collect the appropriate sex-disaggregated data and conduct gender analysis.
- [5.5] The methods used to conduct an audit include desk studies, use of checklists, structured interviews, case studies, focus group discussions and validation workshops. The audit process is spread over a period of several months. The validation workshop is considered an essential step in the process. An aim of the validation workshop is to bring stakeholders together to reach consensus, to discuss future recommendations, to agree on actions with specific targets and time frames that are needed to engender the policies and most importantly for implementation that the energy ministry assumes ownership of the audit findings. The outputs of an audit include a gender assessment of the energy policies and programmes in the energy sector using the tools developed under TIE-ENERGIA and a gender action plan (GAP).
- [5.6] Audits try to bring a cross section of actors together from organisations in public and private sector as well as civil society involved in the energy sector. Trying to get them to work together can be problematic when these actors are not familiar with each other. There can also be distrust between government and civil society organisations making it difficult to conduct the audit. It can be problematic (for example expensive to travel) to bring stakeholders who are based outside the capital which can raise questions about validity of findings and the inclusivity of the approach. Also who attends a validation meeting depends on who calls the meeting. If it is the Minister or Permanent Secretary who sends the invitations to the meeting then senior staff are sent, otherwise it is junior staff and if the topic involves gender women will be sent. This can influence whether or not the ministry takes ownership of the audit report which is a key element of the process.

5.2 Experiences with Gender Audits

- [5.7] This section describes the experiences with gender audits as conducted by ENERGIA. Using the framework from the “Mainstreaming Gender in Energy Projects” Handbook to identify and organise data, the audits are presented in terms of the respondents’ experiences with activities, outputs, outcomes and impacts. However, it has not been possible to identify any impacts since the organisations where respondents are based do not collect that type of information and it may take time for evidence to emerge. The factors influencing the outcomes of gender audits are analysed using the framework from Clancy and Feenstra as well as the results from a SWOT analysis conducted during the in-country workshops in Kenya, Senegal and Nepal and key informant interviews (referred to as ‘respondents’).
- [5.8] Under TIE-ENERGIA, audits were carried out in Botswana, Kenya and Senegal as well as training 30 trainers (20 women and 10 men) from 12 countries⁶⁶. In Senegal, the host organisation (ENDA) provided additional finance and organisational support. In Phase 4, the audits were extended to Asia (India, Philippines and Pakistan) as well as conducting more in Africa (Ghana, Zambia, Lesotho, and Nigeria). In Phases 3 and 4, ENERGIA provided funds to prepare and hold audits in twenty countries, as well as providing training and technical support staff, who were all women, for carrying out the audit. The audit teams contained both women and men. The audit teams are provided with tools to conduct the audit

⁶⁶ Mali, Senegal, Benin, Burkina Faso, Côte d’Ivoire, Guinea, Guinea Bissau, Niger, Togo, Zambia, Botswana and Swaziland

which have been either adapted or specifically developed in-house for use in the energy sector⁶⁷.

- [5.9] During Phase 4 there was evolution in ENERGIA's methodology in conducting audits. Since there was no handbook setting out a standard procedure each country chose to focus on a specific aspect considered relevant to their own situation, for example, Ghana looked in particular at gender in organisations while Pakistan provided a gender review of the draft rural electrification policy. The audit in India took the view that a complete audit of the energy sector in a country the size and complexity of India was not feasible and confined itself to the Ministry of New and Renewable Energy (MNRE). This audit extended the boundaries of the ENERGIA's gender mainstreaming methodology by carrying out a gender budget analysis of MNRE's budget. The output of the Lesotho audit was a handbook on how to conduct an audit which had not been developed as part of TIE-ENERGIA. The handbook is available on the ENERGIA website.
- [5.10] TIE-ENERGIA produced a number of publications including national flyers which summarise the findings of the audits. A training manual (also in French) was produced and during Phase 4 a handbook on how to conduct a gender audit in the energy sector was prepared. All these materials are in the public domain via the ENERGIA website. Respondents recognised the quality of the documents. The flyers have been shared with all the stakeholders who participated in validation meetings. In addition ENERGIA IS and focal points have used the material used for advocacy at the national and international levels. The tools developed by ENERGIA have been adopted by other organisations including the AFREA programme⁶⁸.
- [5.11] Participation in the audit team has been positively received for the benefits it brings in identifying engendered policies. It created a space to allow discussion of issues related to gender including consultation with stakeholders in the initial phase to locate constraints and find solutions. Grouping recommendations from the audit in terms of the implementation time scale support realistic planning for resources. There is acceptance of GM when it is presented in a practical rather than a theoretical way.
- [5.12] It is possible to identify a number of changes to energy policies as a consequence of the audits. For example, in Kenya the 2004 Energy policy had very few sentences on gender mainstreaming however, the revised policy in 2011 incorporated gender issues. Uganda has reference to women in the energy policy but only in the component related to renewables. Similarly in Senegal, the Renewable Energy Policy includes women as a target group which is linked to a member of the audit team becoming Minister for renewable energy. The Uganda Bureau of Statistics has been asked to collect sex-disaggregated data for energy sector linked to sustainable energy. In Botswana the Ministry of Energy carried out a survey on household demand-side management in which questions were asked on energy use according to gender.
- [5.13] Reports which form the output of an audit have become a resource to use for planning not necessarily by the government but by other stakeholders for example in preparing for SE4ALL and Rio+20. In Senegal, the audit has facilitated the financing of the evaluation of the inclusion of gender in the Rural Electrification Program (ASER) by the World Bank as part of the AFREA program.
- [5.14] While the audit process is designed with the aim of the government to have ownership of the report and hence commits to implementing the GAP this is not automatic (as is discussed below). Nevertheless, respondents in the three focus country workshops reported three additional positive outcomes from gender audits.
- [5.15] Firstly many of the respondents have reported that participation in training which accompanied the audit

⁶⁷ The need to develop specific tools came from work by the University of Twente. Based on experience with its own energy training courses, the then existing gender analytical tools, such as the Harvard framework, were considered to have a number of shortcomings in particular that they were not easily adapted to incorporate energy data nor did they deal with energy demand.

⁶⁸ The AFREA *Gender and Energy Manual Tools for Integrating Gender into New and Existing Operations* contains five tools from ENERGIA's *Gender Face of Energy Manual* and two tools from ENERGIA's *Mainstreaming Gender in Energy Projects: A Practical Handbook*. These sources are acknowledged.

preparation has **built their skills and knowledge** related to gender in the energy sector and provided tools which they have continued to use in other work.

Respondent from Kenya: *Training from Practical Action has really empowered me*

Respondent from Botswana: *Participation in TIE-ENERGIA provided me with skills and confidence to conduct a gender mainstreaming exercise in my own organisation.*

Respondent from Senegal: *Today I am with an enlightened team.....From the start we have introduced gender indicators in our programmes.*

- [5.16] Secondly, participation as a member of the audit team has led to **mainstreaming gender into the staff member's own programme**, for example, GiZ PERACOD (Promote Rural Electrification and a Sustainable Supply of Domestic Fuel) in Senegal. There is also evidence in Senegal that the audit built a number of energy sector stakeholders familiar with the concepts of gender and energy. They are particularly sensitised to the need for sex disaggregated data. Political actors who participated in the audit are still in contact with audit team members.
- [5.17] Thirdly, a noticeable success has been **changes to organisational behaviour** as result of participating in a gender audit. A number of organisations have introduced policies related to gender issues in respect of employment policy and business practice. Most notable is Kenya Power and Light Company (KPLC) which is regarded as a success by several respondents from both inside and outside Kenya - e.g. Sexual Harassment Policy. Indeed, the gender assessment undertaken by KPLC with the support of ENERGIA is regarded as an example of best practice and is cited by other organisations, including AFREA, as an approach to follow⁶⁹. The Botswana Power Company (BPC) has a gender policy which includes granting men paternity leave. This is considered to have made men more receptive to gender mainstreaming when they realise men can also benefit from a gender policy. BPC recruitment adverts encouraging women to apply and the company runs a positive discrimination policy.
- [5.18] In terms of outcomes despite all the positive responses to the audit process and documents produced, what is clear is that there have been (at least in the countries surveyed) no alterations to legal frameworks that can be attributed to ENERGIA's audits. It has not been possible to identify any budget allocations in the energy sector as a consequence of ENERGIA activities.
- [5.19] Completely unexpected has been the way in which a Ministry can react to the audit reports – that they would not be seen as an opportunity to act but as an exposure of an institution for not implementing general government policy related to GM – something to keep from public view. As a consequence audit reports do not enter the public domain.
- [5.20] When the political economy mainstreams gender its influence can be felt in the energy sector. In Nepal the Gender Equality and Social Inclusion (GESI) policy means sectors have to pay attention to gender. This policy is seen as one of the reasons many government organisations in the energy sector are addressing gender mainstreaming. There have been similar experiences in Kenya and Senegal where responses to the Beijing Platform for Action are only now beginning to take effect. In Senegal there is now a National Strategy for Gender Equality and Equity which provides the framework for all policy initiatives. In Kenya, the Gender Policy was introduced in 2011⁷⁰. The latter policy has a three pronged approach in supporting gender mainstreaming in government policy in all sectors, energy is not specifically named. The approach includes the collection of sex specific data and the development of partnerships including with civil society organisations.
- [5.21] It is notable from the Stakeholder Analysis (see Appendix 6) that none of the three featured focal points has, during the two phases under discussion, had any direct cooperation with the Ministry of Women. Nor has the Ministry of Women in these three countries made any intervention in the energy sector. Nor

⁶⁹ The Gender Assessment took place outside of the time period of Phases 3 and 4. Nevertheless it should be mentioned that it is one of the deciding factors in AFREA providing financial support to KPLC to take the assessment further.

⁷⁰ Ministry of Gender, Children and Social Development (2011), *Gender Policy*. Republic of Kenya, July 2011.

has there been any contact with UN-Women at the national level⁷¹.

5.3 Lessons Learnt

Gender audits contribute to Gender Mainstreaming in energy policy

- [5.22] The evidence shows that in the main gender audits work – to a point and not always in the ways that had been initially envisaged. The tools developed during Phases 3 and 4 are used by individuals and organisations who have been involved in gender audits both internally and externally with other partners. The tools have also been used successfully at local government level which is important in the context of decentralisation of many responsibilities including energy planning (for example in Kenya).
- [5.23] The strengths of the gender audit as a gender mainstreaming approach fall into two main categories: the direct outputs of the audit and indirect effects of the audit process. In the former category base lines, implementation roadmaps (e.g. GAP) and identification of drivers of GM processes were specifically mentioned. The indirect effects of audit process, as conducted by ENERGIA, include the creation of enabling conditions and opportunities which can lead to transformation of organisations, linked to buy-in by top management, and establishing partnerships with audit team members (e.g. in Senegal).
- [5.24] In terms of ENERGIA's aim to be inclusive including rural women and men, the process as implemented until now does not readily involve stakeholders from outside the capital. However, the use of base line survey data collected as part of project identification and formulation by ENERGIA's partners could be seen as proxy indicators of the needs and aspirations of rural women and men.
- [5.25] It is possible to develop a relatively simple gender budget methodology that can be implemented by non-financial specialists, as happened in the gender audit in India. Indeed, a gender budget can be part of an audit. The European Union has also developed a two-day training course on gender budgeting⁷².

Need to have a better understand of how to influence the policymaking process

- [5.26] Elections bring a halt to policy implementation e.g. Ghana, Senegal. When a new government takes office it can throw away the plans of the previous government and start again. Change of policy as a result of change of government also happens with donors. This can be frustrating and demotivating for in-country partners.
- [5.27] Lack of budgetary allocation is a sign there is no political will. In part this can be attributed to not engaging with politicians rather focusing on the civil servants who can make recommendations but do not take the ultimate decisions.
- [5.28] The focus of governments in the energy sector is on the supply side - particularly oil price and electrification – hence renewable energy technologies (including stoves) and demand side issues receive lower attention or are neglected. However, it appears that women's energy needs are seen as synonymous with decentralised renewable energy technologies (in particular improved cook stoves).
- [5.29] Being clear about the objectives of a gender audit – and not appearing to be critiquing the policy is important in obtaining buy-in. The audit report should show how gender can help meet policy objectives. Identifying policy gaps in meeting the energy needs of women and men can be seen as a criticism by governments not as identifying opportunities for action. This can lead to useful sex disaggregated data not appearing in the public domain.
- [5.30] Who attends the meetings is important for the credibility of the findings. Who calls the meeting influences who attends. If the Minister or Permanent Secretary calls the meeting senior people will attend and will take it seriously.

⁷¹ UN-Women is now, through SE4ALL and the Global Tracking Framework, become involved in gender and energy.

⁷² Development Initiatives Network (2006), *Training Manual on Gender Budget Analysis*.

[5.31] In relative new democracies there can be mistrust of civil society by government making a participatory process more difficult.

Continuity and Managing expectations

[5.32] The development of gender action plans is not the end. Implementation such as developing frameworks also needs technical support and financial support. There was no follow-up by ENERGIA after TIE-ENERGIA and Phase 4 audits finished so everything ground to a halt with a few exceptions (Kenya, Botswana and Ghana).

Broadening focus

[5.33] The oil sector and large infrastructure are of interest to a number of countries in Africa (e.g. Uganda, ECOWAS) whereas the audits tend to concentrate on the demand side. Audit methodology needs to reconcile supply and demand side interests including involving private sector energy companies and state utilities.

5.4 Recommendations

[5.34] ENERGIA incorporates gender budgeting in its audit methodology. It is possible that policy makers find arguments related to money more convincing than data surveys to implement a policy shift. As a step towards adopting gender budgeting, it is recommended that the approach used in the India Gender Audit is tested in other countries and in a broader sector context (the India Audit was for renewable energy only⁷³).

[5.35] ENERGIA publishes “Mainstreaming Gender in the Energy Sector: A Training Manual” This would complement the “Mainstreaming Gender in Energy Projects: A Practical Handbook”. In addition it is recommended that ENERGIA revises Module 3 *Engendering Energy Policy* of the Gender Face on Energy to reflect the experiences gained with policy influencing over the last ten years.

[5.36] In future audit exercises, a member of the audit team is from the Ministry of Gender/Women. National Focal Points should be encouraged to reach out to this Ministry and to UN-Women.

[5.37] In order to ensure political buy-in, it is recommend that NFPs supported by ENERGIA IS, develop a strategy to engage with politicians. This strategy worked well in CSD 13 and 14 (see para [4.46]) where trust was built up and engagement continued after the international meetings. The strategy should also consider how to address changes in government to ensure that NFPs do not become demotivated when policies change.

[5.38] In future audit exercises, the review should where appropriate also look at the supply side and involve private sector energy companies and utilities in the validation workshop.

[5.39] In contracts, include a clause for open access of information generated as part of the contract activities. This is a possible mechanism to ensure that the audit is in the public domain which has not always been the case when a ministry has seen the audit as a criticism rather than a strategy for the future (see [5.18]). A recommendation which came from the Kenya workshop was for two versions of an audit report, with a full version for internal use and a version without sensitive information, for the public domain.

⁷³ The audit in India focused on the work of the Ministry of New and Renewable Resources to ensure the scale of the exercise was manageable.

Box 5.1 Summary of Recommendations for Gender Mainstreaming Approaches in Energy Policy

- Test the method for gender budgeting used in the India Gender Audit in other contexts with the view to include as part of ENERGIA's approach to gender audits.
- Publish *Mainstreaming Gender in the Energy Sector: A Training Manual*.
- Revise Module 3 *Engendering Energy Policy* of the Gender Face on Energy.
- Include a representative of the Ministry of Gender/Women in the audit team.
- Encourage NFPs to reach out to the Ministry of Gender/Women and to UN-Women.
- NFPs develop a strategy to engage with politicians.
- Involve private sector energy companies and utilities in the validation workshop.
- In contracts, include a clause for open access of information generated as part of the contract activities.

5.5 Indicators

[5.40] Since ENERGIA has a handbook setting out the audit process, the indicators in the section can be seen as a monitoring and evaluation tool for determining the outcomes of an audit.

- Energy Policy contains a distinct budget line for gender mainstreaming
- Ministry of Energy adopts gender audit/budget process as part of planning procedure
- Minister of Energy participates in audit validation workshop.
- Ministry of Energy collects sex-disaggregated data
- Ministry of Women/Gender has a policy specifically for the energy sector

6 Concluding Remarks

- [6.1] There is a body of evidence to show that gender mainstreaming as conducted by ENERGIA in Phases 3 and 4 has generated benefits for a range of stakeholders from the grassroots through organisations active in the energy sector (government, utilities and NGOs) to the policy level. The evidence is mainly at the output level (i.e. project objectives are reached). There is some evidence at the outcome level. The evidence at the impact level, at least in the documents reviewed (which tend to be end of project reports). This does not mean that impacts are not realised rather that (for a variety of reasons) they are not recorded [see para 4.2]. It is here that the Gender and Energy Research Programme can make a significant contribution by building the evidence at the outcome level and where possible identifying contributions at the impact level. In particular to provide quantitative data which is supported by explanatory qualitative data to provide a more holistic picture of the way energy access impacts on the lives of women and men and how women and men can contribute to improving energy access. Research helps provide the type of evidence that convinces policy makers.
- [6.2] ENERGIA's approaches to gender mainstreaming have been tested in a variety of contexts with a range of energy technologies and can be considered to work well if measured by the response of informants interviewed for this study. No-one reported that they would not use gender approaches in the future. Indeed, the experience of being required as an ENERGIA partner in a project to mainstream gender had been sufficiently positive that organisations have adopted these approaches as standard practice in particular Gender Action Plans (see para 6.5).
- [6.3] Box 6.1 summaries the key lessons from ENERGIA's experiences with gender approaches for mainstreaming in energy projects and programmes. Possibly the most important lesson to emerge from this study is that embedding a gender approach takes time, capacity needs to be built and project staff need to be convinced that the approach works. Technical staff seem, at least initially, more prepared to accept a project efficiency approach than a women's empowerment approach.

Box 6.1 Key Lessons from gender approaches for mainstreaming in energy projects and programmes

- To be most effective gender mainstreaming needs to take place in the design phase.
- Conducting a stakeholder analysis helps develop strategies for gender mainstreaming.
- Gender mainstreaming requires time and effort both to institutionalise and to show results at the output and impact levels.
- When introducing mainstream gender in energy projects requires close technical assistance to an organisation on how to do it.
- Sustainability of gender approaches in an organisation requires integration of gender indicators using sex-disaggregated data into the existing project indicators and gender tools into the existing M&E framework rather than separate gender surveys.
- Project efficiency arguments can be more convincing for technical staff than by women's empowerment arguments
- GM training in an organisation is not a one-off activity but part of a continuous process
- GM mainstreaming responsibility within an organisation should be a dedicated position not an 'add-on' task
- A Gender Action Plan is a key tool for embedding gender approaches in an organisation. They are most effective when introduced at the design phase.
- Training is key to the acceptance of gender approaches which needs to be framed in terms of a stakeholder's interests with tailor-made inputs
- Advocacy at the international level on gender issues in the energy sector is most effective when based on concrete evidence.
- A communications strategy is more than a dissemination of results. It can be a useful tool in getting early buy-in and help manage perceptions and expectations of GM.

- [6.4] The project ‘Improving Gender-Inclusive Access to Clean and Renewable Energy in Bhutan, Nepal and Sri Lanka’ can be regarded as an example of good practice in project design and implementation. A key lesson from this work was incorporating in the design phase a contextualisation of the project in terms of both the political economy (using a gender analysis of the energy sector and other macro-level changes) and the local culture (particularly in respect of gender norms and values). The former identifies synergies which can be built upon and potential bottlenecks which need a strategy developing to overcome them. ‘Local’ is used deliberately since the project implementers need to understand the context in which they are working. Even within the same country there can be variations in gender norms and practice (para 4.14).
- [6.5] Although the sample is small, the evidence presented by the nine organisations surveyed in this study is sufficiently coherent to allow the conclusion that the use of a GAP as a mainstreaming tool is particularly effective – it brings results to project implementation recognised by project partners. Organisations see benefits of the tool to the extent that, at the very least, it brings changes towards the way gender is addressed within the organisation, including in one instance instituting a GAP for the whole organisation.
- [6.6] ENERGIA has built up considerable experience in data gathering using a range of participatory tools which have been adopted by a number of institutions, including the World Bank’s AFREA programme. These data gathering tools can also be used for research.
- [6.7] ENERGIA has two main approaches for mainstreaming gender in energy policy: advocacy and gender audits. The network was originally found to advocate for a greater attention to women’s needs in the energy sector starting with a newsletter (ENERGIA News). The tools the network uses for advocacy has evolved over time, with a wide range of publications and participation in international, regional and national meetings. There is now a dedicated communications officer in the International Secretariat who manages the website and social media communications such as Facebook and Twitter. That ENERGIA is the only civil society organisation represented on the SE4ALL Advisory Board should be seen as measure of the success of the advocacy work.
- [6.8] Advocacy has worked well when it has been based on concrete evidence and a well-defined and executed strategy. Most of the evidence to date has been qualitative usually drawn from case studies (often self-reporting). This underlines the importance of the current research programme to provide quantitative objective evidence. This last statement does not undermine the value of qualitative evidence which answers the ‘how’ and ‘why’ questions that quantitative research can throw up. Nor does it undermine the case studies which can be powerful tools to convey a message which draws the attention of policy makers⁷⁴.
- [6.9] To more directly influence the engendering of national energy policies ENERGIA chose to use gender audits rather than gender budgeting. Both tools analyse policy. Gender budgeting is regarded as a highly specialised approach very much in the realm of macro economists. Gender audits have a broader approach and can involve a wider range of stakeholders so is more inclusive which is more in line with ENERGIA’s general philosophy. Twenty audits have been held in Africa and Asia. Box 6.2 summaries the key lessons from ENERGIA’s experiences with gender audits. The evidence shows that in the main gender audits work. There have been successes in incorporating gender into energy policy although this has tended to be in relation to demand-side and renewable energy. Also key national organisations are collecting sex-disaggregated data (eg Uganda Bureau of Statistics and the Ministry of Energy in Botswana). Participation in an audit has built skills and lead to incorporation of gender approaches in Again the current research programme will help with building knowledge of the processes. Involvement of ministry staff in the audit can help to create a sense of ownership of the process and the output. organisations. However, it does not necessarily mean that this will be positively received – not having addressed gender issues can be seen as a criticism resulting in a reluctance to allow documents into the

⁷⁴ The Empowerment Journeys which track the progress of women energy entrepreneurs in ENERGIA’s Women’s Economic Empowerment Programme is a good example.

public domain. On the other hand, the network needs to understand the policy making process better. There seems to be a lack of engagement with ministries responsible for gender and women's affairs.

Box 6.2 Key Lessons from gender approaches for mainstreaming in energy policy

- Gender audits are a useful tool for mainstreaming gender into energy policy at national and local level.
- An audit report more readily gets political buy-in when it shows how gender can help meet policy objectives.
- Gender audits enable to establishment of base lines, implementation roadmaps and identification of drivers of GM processes.
- Development of a Gender Action Plan as an output of an audit is a key tool for implementation, however, this needs technical backup and financial resources to ensure the process moves forward.
- Indirect effects of audit process include the creation of enabling conditions and opportunities which can lead to transformation of organisations, linked to buy-in by top management, and establishing partnerships with audit team members.
- Lack of financial resources to conduct an audit can limit inputs to influence the process and outcomes by rural women and men.

[6.10] ENERGIA has evolved over time in terms of the focus of its activities based on experience and the evolving political landscape at the international level (See Figure 1.1). So what next? Some suggestions are that at least for the immediate short term the arena ENERGIA engages with will be dominated by SE4ALL which has three dimensions: universal access, renewable energy and energy efficiency. ENERGIA has been actively engaged with the first and second but less with the third (although one can argue that improved cookstoves are improved energy efficiency). However, the energy sector is influenced by other issues than SE4ALL. In a number of countries, including those where ENERGIA has been involved (Kenya and Indonesia), there is a policy change towards decentralisation in the energy sector which means that lower levels of administration will be responsible for energy supply and demand management. This is completely new experience for these layers of government. How to reach out to them? In the Phase 4 evaluation, it was noted that there had been little engagement with the private sector which is responsible for large infrastructure. In the past ENERGIA has developed strategies for engagement with policy makers. This is now required for engaging with the private sector.

[6.11] Section 2 described the gender approaches for ENERGIA, AFREA and ADB from which it is clear that there is certainly overlap in the approaches of the three organisations, for example in capacity building, in part as a consequence of the work that ENERGIA and its network members have done for AFREA and ADB and that the organisations have done collaboratively for global or regional initiatives such as the Global Tracking Framework (GTF). The analysis conducted here ended in 2011 since which time the three organisations have extended and deepened their experiences with gender mainstreaming. In evaluating the network's future direction, a more detailed and up-to-date analysis to compare the approaches of the three organisations, in particular to identify complementarities, synergies, comparative advantage and differences would benefit the discussion with the aim of building effectiveness. It would be beneficial to extend the analysis to include other organisations addressing gender and energy such as NORAD (who take a human rights approach) and EU EI PDF. This would allow for the identification of possible collaboration as well as avoiding duplication of effort (eg with e-learning).

GLOSSARY

Gender audit: a tool to identify and analyse the factors that hinder efforts to mainstream gender in energy policy. An audit provides in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, the links between gender, energy and broader national development objectives such as poverty reduction strategies. The audits identify the specific ways in which gender issues are, or are not, addressed and critical gender gaps in existing national energy policy formulation and implementation.

Source: ENERGIA (2010) *Draft ENERGIA Handbook for Gender Audit of Draft National Energy Policy for Lesotho*.

Gender budget: a gender based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality.

Source: European Commission (2003), *Opinion on Gender Budgeting, Advisory Committee on Equal Opportunities for Women and Men*.

Gender goal: expresses the desired state for women and men to be achieved by a policy or project. The gender goals of a policy or project can be specified in terms of welfare (eg reducing drudgery and improving health), productivity (eg income generation) and empowerment/equity/equality (eg participation/decision making and self-confidence)

Gender mainstreaming: the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of all policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. It is not an end in itself, the ultimate goal is to achieve gender equality.

Source: Agreed Conclusions on Gender Mainstreaming. Geneva: United Nations Economic and Social Council, 1997. <http://www.un.org/documents/ecosoc/docs/1997>.

Impacts: Consequences of the outcomes of a project which are directly related to national development goals (e.g. gender equality).

Outcomes: A first level of consequences of a project, linked to the objectives, which can be linked to the outputs of the approach (e.g. time saved by women, energy policy contains a gender goal).

Outputs: Goods and services whose production/delivery is directly under the control of the team implementing a project.

Appendix 1: Detailed Methodology

The methodology was designed to answer six research questions which are intended to enable ENERGIA to reach the aims and objectives set out when commissioning this research:

- a) What are the characteristics of approaches (used by ENERGIA and AFREA and ADB) for gender audits of energy policies and gender mainstreaming in energy projects and policy?
- b) What have been the processes, outputs and the direct outcomes resulting from gender approaches (used by ENERGIA and AFREA and ADB) in the specified interventions held between 2005 and 2011?
- c) How have gender approaches (used by ENERGIA and AFREA and ADB) evolved over the years?
- d) What are key factors that have positively and negatively influenced the outcomes of gender approaches - both factors within the sphere of ENERGIA, AFREA and ADB influence and factors that can be considered as external outside the sphere of ENERGIA, AFREA and ADB influence?
- e) Have gender audits of energy policies and gender mainstreaming in energy projects and policy had any impacts on the legal frameworks and budget allocations?
- f) What are the difference and similarities in terms of the type and effectiveness of capacity building and dissemination activities delivered by gender approaches used by ENERGIA, AFREA and ADB?

Data were collected using four different approaches in order to allow for triangulation and hence data validation. The time scale⁷⁵ for the research allowed only for the collection of qualitative data (both primary and secondary) for this study using the following methods:

- Desk review
- In-depth country studies
- Empirical data collection and
- Telephone and electronic interviews.

Desk review

A desk review of reports of a selection of projects and gender audits implemented by ENERGIA held between 2005 and 2011. The projects were selected on the basis of their implicit intention to mainstream gender into projects in terms of project goals and/or processes. The gender audits are seen as ENERGIA's approach for mainstreaming into energy policy. The synthesis report⁷⁶ of the TIE ENERGIA programme was used as the starting point for the review of the audits in order to identify as to whether or not ENERGIA has learnt any lessons from this report and to what extent these have been incorporated into approaches by the ENERGIA IS, focal points and partners.

The review used the method suggested in Block 3 "Reviewing Project Documents" taken from the ENERGIA publication "Mainstreaming Gender in Energy Projects: A Practical Handbook".

The review will make an initial assessment of the identified projects, and in so doing contribute to answering RQs (a) and (c).

Included in the review are reports from AFREA and ADB where these organisations have undertaken gender mainstreaming in energy projects and policies. This component of the review will (i) make an initial assessment of what, within AFREA and ADB, are the characteristics of a gender approach to energy projects and energy policy; (ii) identify differences in approach to those of ENERGIA; (iii) lead to a checklist of questions for interviews with key informants.

⁷⁵ Between February and August 2015.

⁷⁶ Sengendo, M. (undated) A Summary of the Gender Audit of Energy Policies and Programmes in Botswana, Kenya and Senegal. Report prepared for TIE-ENERGIA. Leusden: ENERGIA.

The advice of ENERGIA IS, AFREA (Vanessa Lopes-Janik) and ADB staff⁷⁷ was sought in the selection of the documents for review to ensure that the identified the appropriate documents.

Country studies

Three in-depth country studies were conducted in Kenya, Nepal and Senegal. The field work in Kenya and Nepal was undertaken by Dr Nthabi Mohlakoana in May and August⁷⁸ respectively. In Senegal the field work was conducted by Ms Yacine Diagne. The field visits were to collect qualitative data through semi-structured interviews developed from the desk review (see above) with ENERGIA's national focal points (NFPs) who led the project implementation and/or gender audits as well as partner organisations that were involved in gender audits and projects. The field visits were organised in collaboration with three in-country resource persons who have a close link with ENERGIA. The in-country resource persons were asked to prepare an initial selection of organisations that should be interviewed. ENERGIA IS was also consulted about this selection to ensure that the list is comprehensive and does not involve selection bias. Once the list was agreed, the in-country resource persons were asked to facilitate the visiting researchers' work, accommodation and transport.

In-country resource persons were also asked to compile a list of appropriate documents related to ENERGIA's activities in the period under review. ENERGIA IS was consulted about the relevance and completeness of documents.

An additional set of questions was included to guide the data gathering and analysis for this component of the study:

- g) What is the empirical evidence of the positive influence of the outcomes of ENERGIA's gender approaches? At what level were these influences felt?
- h) What were the experiences with the implementation of the gender approaches, and perceived strong and weak points (success and challenges) and influencing factors in the process of translating outputs into outcomes and impacts?
- i) To what extent and in which ways did the role of ENERGIA's in-country partner influence the process of embedding gender approaches into the national energy sector and translating outputs into outcomes and impacts?
- j) What difference did a gender-sensitive approach make and is there any evidence that GM in the energy sector by ENERGIA is effective?

The in-depth studies contribute to answering research question (b). It was decided that time and resources would only allow for the level of assessment to be at the macro- and meso-levels. The team for RA1 is collecting data at the micro-level in Kenya. We did ask the team if as part of their data collection it would be possible to identify impacts due to ENERGIA or AFREA's gender approaches. However, they were not able to provide any data.

Empirical data collection

There were seven methods used to collect empirical data:

- Review of available in-country reports and documentation
- Policy analysis, institutional analysis and stakeholder analysis
- Interviews with project beneficiaries
- Face-to-face interviews with the individuals within the organisations that were part of ENERGIA's gender approaches activities
- Interviews with project beneficiaries (see below for definition)
- Round table discussions with relevant stakeholders

⁷⁷ Identified by ENERGIA IS.

⁷⁸ The field work in Nepal had been planned for May 2015 but due to the earthquake, field work was delayed to August. The visit was only taken after prolonged consultation with the in-country contact that it was safe and appropriate to do so. We appreciate CRT/N's efforts to ensure that the visit was a success. Also to respondents in Nepal who took their time away from rebuilding their country.

- Telephone and electronic data collection

Review of available in-country reports and documentation

The documents are reports that have been compiled by ENERGIA and the focal points as outputs of specific activities, as well as by ADB and AFREA, in the countries identified as the focus of this research (see Appendix 1).

The reports were reviewed using the method suggested in Block 3 “Reviewing Project Documents” taken from the ENERGIA publication “Mainstreaming Gender in Energy Projects: A Practical Handbook” together with the Quick Scan tool from the training manual developed for Norad (Unit: Identifying Gender Needs And Gaps For Developing A Gender-Aware Energy Policy). Applying these methods enabled identification of evidence of how the type of approaches that have been used in the different projects and programmes implemented by ENERGIA, the local gender and energy networks and other partners, AFREA and ADB have influenced the inclusion of gender issues. These reports also provided an overview of how different gender approaches are applied in each setting and the key factors that have positively and negatively influenced the outcomes of gender approaches. The analysis also identified as to whether approaches were WID/WAD/GAD⁷⁹ and which gender goals⁸⁰ have been employed. The review contributes to answering RQs (a), (b), (c), (d) and (f).

Policy analysis, institutional analysis, and stakeholder analysis

Policy documents of both the national government and energy sector organisations in the public and private sectors as well as in civil society that have been identified as having been influenced by ENERGIA’s intervention during the implementation of the TIE ENERGIA and Phase 4 programmes will be reviewed (using the tools mentioned above) to assess the influence of these programmes in the way these documents are presented. This analysis will be accompanied by interviews with the organisations and individuals that will reveal how the gender approaches have influenced these policies both in terms of content and processes and their sustainability within an organisation. Here the aim was to identify as to whether the use of gender approaches has been dependent upon one individual within an organisation or has been embedded.

Policy analysis will also review the political economy through a gender lens to identify contextual factors that promote or act as a bottleneck to developing engendered energy policy and practice (ie that gender is mainstreamed throughout the energy sector).

The team used an organisational assessment tool to assess the gender approaches of key energy organisations in the three countries where there is to be in-depth field work. This tool is drawn from the Gender Face of Energy Module 5 and “Mainstreaming Gender in Energy Projects: A Practical Handbook” Block 4. The assessment will look at the organisation’s policy/project frameworks and its gender capacity. In some cases organisations have already undertaken an organisational assessment (e.g. Kenya Power). These assessments can be used as a base-line to determine the influence such an assessment has had on policy and practice and how sustainable that change has been. We constructed a time-line for Kenya to

⁷⁹ WID/WAD/GAD represent three approaches to involving women as other than passive beneficiaries of development policy and practice. WID = Women in Development. A development approach requiring a greater attention to women in development policy and practice, and emphasises the need to integrate them into the development Process. The emphasis is on women’s productive labour. WAD = Women and Development.

The WAD approach emphasizes the distinctive nature of women’s knowledge, work, goals, and responsibilities. WAD considered that the integration of women into development efforts would serve to reinforce the existing structures of inequality shaped by patriarchal interests unless steps are consciously taken to change the way women are involved in development interventions.

GAD = Gender and Development. The GAD approach to development policy and practice focuses on the socially constructed basis of differences between men and women and emphasises the need to challenge existing gender roles and relations.

⁸⁰ Projects adopting gender goals can have women or women and men as projects beneficiaries targeting one of three objectives: their welfare, productivity or empowerment. A fourth goal takes the involvement of women can be a key part of the project strategy in order to promote project efficiency. (See Modules 1 and 2 Gender Face of Energy.)

identify key moments that have been influential in the embedding of gender approaches in organisations.

Stakeholder analysis was carried out on the basis of interview data collected during the field work (face-to-face interviews and round table discussions). For stakeholder analysis the two tools (Stakeholder Analysis and Stakeholder Viewpoint) were used from Unit 5 of the Gender Face of Energy Module 3 *Engendering Energy Policy*.

The policy environment was analysed using the framework in Clancy and Feenstra (2006)⁸¹.

Face-to-face interviews with the individuals within the organisations that were part of activities using ENERZIA's gender approaches

Face-to-face interviews using a semi-structured questionnaire were held with the representatives of gender and energy networks in the identified countries that were ENERZIA focal points during the implementation of projects and gender audits that focused on gender approaches between 2005 and 2011. This approach assisted the capture of the practitioner's experiences during their period of implementing these projects. These interviews contribute to the organisational assessments, construction of time-lines and identifying contextual factors that positively or negatively influence ENERZIA reaching specified objectives.

The key informants interviewed were identified with the help of the in-country resources persons and also from ENERZIA IS, AFREA and ADB (see below).

The data gathered here contributes to answering all research questions (in particular (f)).

Joy Clancy was responsible for interviewing informants from ENERZIA IS (past and present) and the international agencies plus a number of project partners. Other interviews were carried out by Nthabi Mohlakoana (Tanzania, Nepal, Sri Lanka, Philippines) and Yacine Diagne (Senegal). Appendix 3 contains a list of respondents. A small number of people approached for interview either did not respond or declined due to time pressures.

Interviews with project beneficiaries

Here we define project beneficiaries as the people and institutions that were targeted by the implementation of projects and programmes which used different gender approaches such as gender mainstreaming and gender audits. Beneficiaries include government departments and energy utilities that were affected by policies and programmes, NGOs (international and national), and community organisations whose programmes were influenced by the introduction and implementation of gender approaches. The beneficiaries also include individuals that worked closely with ENERZIA and its partners, as well as AFREA and ADB, to introduce gender approaches to policies, programmes and projects in the period between 2005 and 2011. Some of the beneficiaries were individuals who attended gender and energy training even though their organisations were not actively implementing a project or programme with an intention of introducing gender approaches.

No attempt was made to collect data from rural/urban women and men who were the target beneficiaries of programmes and policies. However, as stated above it may be possible to draw on data collected in Kenya by one of the team's in the DFID funded programme to give some indicative micro-level data.

A list of key informants to be interviewed from macro-and meso-level organisations which are considered to be beneficiaries of a gender approach used by ENERZIA, AFREA and ADB was compiled with the assistance of the in-country resource persons, ENERZIA IS, AFREA and ADB.

⁸¹ J Clancy and M Feenstra (2006) *How to Engender Energy Policy*, A Technical Briefing Paper prepared for ENERZIA

Interviews were carried out by Nthabi Mohlakoana and Yacine Diagne.

The data gathered here contributes to answering all research questions particularly (f).

Round table discussions with relevant stakeholders

The aim of the round table discussions, which were held during the field work, was to gather views and opinions of different stakeholders and to generate a debate about the effects and impacts of gender approaches implemented by ENERGIA and partners as well as ADB and AFREA. The initial findings of the field work were presented as a starting point for the debate. These discussions also presented an opportunity to invite organisations that were not part of the ENERGIA, ADB and AFREA interventions but who may benefit from similar initiatives or can share experiences of the approaches used by other organisations.

Participants were asked to conduct a Strengths, Weaknesses, Opportunities, Threats (SWOT) analysis of ENERGIA's gender approach and where appropriate AFREA, ADB and other organisations with whom they have used a gender approach.

These round tables were organised by the in-country resource persons and led by Nthabi Mohlakoana and Yacine Diagne.

Telephone and electronic data collection

Data from the other countries (Sri Lanka, Botswana and Tanzania plus Zambia) were gathered through telephone/Skype interviews using a semi-structured questionnaire and email (SWOT analysis). The data collected from these countries were used to support the generalisation of the findings from the in-depth country studies. Interviews were conducted with key informants selected on the basis of their involvement in ENERGIA, AFREA and ADB gender mainstreaming activities. The key informants from the ENERGIA network and key partners represented the three areas of activities being reviewed as part of this assignment: projects, advocacy and gender audits. Despite several attempts to contact the focal points in Lesotho and Philippines, no response was received. We also requested interviews with Kenya Power and Light Company (KPLC), ZESO and the Tanzania Rural Energy Agency. No replies were received.

Nthabi Mohlakoana was responsible for the interviews in Sri Lanka and Tanzania while Joy Clancy was responsible for Botswana and Zambia.

Appendix 2: Supporting Documents

ENERGIA

Cecelski, E., and Dutta, S. (2011), *Mainstreaming Gender in Energy Projects: A Practical Handbook*. ENERGIA

ETC (2012), *ENERGIA Phase 4 Progress Report 2011 and final report 2007-2011*.

Muchiri, L. (2015) *Reflections on Practical Action's Experience as ENERGIA's Focal Point in the Application of Gender Approaches in Energy Policy and Research*.

Supporting Energy Efficiency for Access in West Africa (SEEA-WA)

Gender Audit of Energy Policy and Programmes in Kenya – Process Report and Final Report

How Gender Audits can Improve Kenya's Policy Impacts (Flyer)

Gender Equity, Charcoal and the Value Chain in Western Kenya

Gender Audit of Energy Policies and Programmes: The Case for Botswana – Final Report

Gender and Poverty Issues in the Appraisal of Support to the Rural Energy Fund, Tanzania

Mainstreaming Gender in the Environment and Energy Portfolio of UNDP Cambodia

Building Capacity for Gender Mainstreaming of Energy Sector Cooperation in Timor-Leste

ENERGIA (2010) *A Guide on Gender Mainstreaming in the Africa Biogas Partnership Programme (ABPP)*. ENERGIA/HIVOS.

ENERGIA/Botswana Technology Centre, (undated), *Request For Concept Notes for Conducting National Training Programmes and Post-Training Follow Up on "Mainstreaming Gender Concerns into Energy Projects" ENERGIA Africa Phase 4 Programme for 2009 – 2010*

WORLD BANK/ESMAP/AFREA

ESMAP/World Bank (2014) *'Energizing Africa: Achievements and Lesson from the Africa Renewable Energy and access Program (AFREA) Phase 1'*.

World Bank (2015) *'Improving Gender Equality and Rural Livelihoods in Senegal through Sustainable and Participatory Energy Management: Senegal's PROGEDE II Project'*. Livewire – a Knowledge Note Series for the Energy and Extractives Global Practice.

ASIAN DEVELOPMENT BANK

ADB (undated) *Gender Equality: Bridging the Gap*

ADB (2012) *Guidelines for Gender Mainstreaming Categories of ADB Projects*

ADB (2015) *Improving Gender-Inclusive Access to Clean and Renewable Energy in Bhutan, Nepal and Sri Lanka*. ADB GRANT-9158 REG

ADB (2013), *Women's Empowerment Operational Plan, 2013–2020: Moving the Agenda Forward in Asia and the Pacific*.

ADB (2012), *Gender Tool Kit: Energy - Going Beyond the Meter*

OTHER

Barnett A., Groverman V. and Wille C. (2010) *ETC Energy Access Evaluation*, The Policy Practice Ltd., Brighton, UK.

ECOWAS (2015) *ECOWAS Regional Validation Workshop for the ECOWAS Policy for Gender Mainstreaming in Energy Access*.

Appendix 3: People Interviewed

KEY INFORMANTS INTERVIEWED

Name	Function/Reason for Interview	Organisation
Bilateral/Multilateral Agencies		
Kari		Norad
Kristine H Storholt	HEAD Section for Rights and Gender Equality	Norad
Antje van Driel	Provided initial seed funding for ENERGIA	DGIS
Jan Cloin		Ex-DGIS
Sara Stenhammar	Program Specialist Environment and Energy	SIDA
Vanessa Lopes Janik		AFREA
Awa Sek		AFREA
Venkata Ramana	Member ENERGIA Advisory Group	ESMAP
Adriana Eftime	Was lead for AFREA	IFC
Katie Heller	Tanzania REA programme officer	WB
Dominique Lalament	Head (retired)	ESMAP
Rajan Velumail	Regional Energy Advisor; Asia and the Pacific	UNDP
Kalyan Keo		UNDP Cambodia
Francesco Tornieri	Principal Social Development Specialist (GAD)	ADB
NGO		
Grace Mukasa	Director	Practical Action E Africa
Bert van Nieuwenhuizen		SNV ABPP
Damien Vanderheyden	Gender & Cookstoves	SNV
Eco Matser		HIVOS ABPP
Harrie Oppenoorth		HIVOS ABPP
Els Rijke	Consultant	Ex HIVOS ABPP
Ben Good	CEO	GVEP
Ina de Visser	Project Manager	EU Energy Initiative Partnership Dialogue Facility (EUEI PDF)
Other		
Monica Maduekwe	Gender specialist	ECREEE
Erneus Kaijage	Consultant	AFREA & ENERGIA
ENERGIA Key Collaborators		
Elizabeth Cecelski	Consultant	ENERGIA technical advisor
Gail Karlsson	Consultant	Technical advisor
May Sengendo	Consultant	Gender Audits
Nozipho Wright	Consultant	ENERGIA Africa Focal Point

Lydia	PAEA	ENERGIA Focal Point
Rose Mensah	ABANTU for Development	Norad/EECRE
Gender Audits		
Harriet Zulu	Department of Energy, Zambia	Zambia Gender and Energy network
Masego		Botswana
Louis Seck	Department of Energy, Senegal	Minister when audit conducted
ENERGIA IS		
<i>Past members</i>		
Anja Panjwani		HIVOS
Ana Rojas	Consultant	
<i>Present members</i>		
Soma Dutta		
Sheila Oparaocha		

KENYA
People interviewed

Name	Position	Organisation
Ms. Faith Odongo	Deputy Director of Renewable Energy	Ministry of Energy and Petroleum
Mr. John Maina	CEO	Sustainable Community Development Services (SCODE)
Ms. Roda Kilonzi	Training and Gender Officer	Kenya National Federation of Agricultural Producers
Ms. Charity Gathuthi	Community Development and Gender Mainstreaming Expert	Gender Consultant
Dr. Mumbi Machera	Researcher, Lecturer, Gender Expert	Gender Expert, University of Nairobi
Mr. Sammy Kitula	Capital Access Coordinator	Global Village Energy Partnership (GVEP) International
Ms. Grace Mukasa	Director	Practical Action East Africa Region
Ms. Jacqueline Senyagwa	Research Associate	Stockholm Environmental Institute (SEI) Kenya
Ms. Hannah Wanjiru		Stockholm Environmental Institute (SEI) Kenya
Ms. Myra Mukulu		Clean Cookstoves Association of Kenya

Participants in Round Table

Name	Position	Organization/Institution
Aisha Abdulaziz	Project Manager	GVEP International
Faith Odongo	Deputy Director Renewable	Ministry of Energy and Petroleum

	Energy	
Hannah Wanjiru	Energy Researcher	Stockholm Institute
Jacqueline Senyagwa	Research Associate	Stockholm Environment Institute
Julia Makhoha	Communication Focal Person	GIZ EnDev
Lydia Muchiri	Programme Manager	Practical Action
Mary Kinyanjui	Gender Officer	Ministry of Energy and Petroleum
Mumbi Machera	Researcher/Lecturer	University of Nairobi
Myra Mukulu	Executive Secretary	Clean Cookstoves Association of Kenya
Nthabi Mohlakoana		University of Twente, the Netherlands
Wairimu Ngugi	Research & Communication Consultant	Consultant

NEPAL

People interviewed

Respondent	Function	Organization
Dr. Indira Shakya	Consultant – Gender and Energy	
Group interviews with: Mr. Lumin Shrestha Mr Surbana Kapali Dr.Purushottam Shrestha Ms. Lachana Shresthacharya Ms. Babita Adhikan	Executive Director ADB project team leader Director Senior Officer Programme Officer	Centre for Renewable Energy Nepal (CRT/N)
Mr. Bala Ram Shrestha	Executive Director	Biogas Sector Partnership (BSP) Nepal
Mr. Bibek Chapagain	Energy Advisor	Royal Norwegian Embassy
Mr. Ram Prasad Dhital	Executive Director	Alternative Energy Promotion Centre (AEPC)
Mr. Nawa Raj Dhakal	Assistant Director	Alternative Energy Promotion Centre (AEPC)
Ms. Tara Shrestha Ms. Parbita Bhatta	GESI Programme Officer Senior Officer	Alternative Energy Promotion Centre (AEPC)
Mr. Raju Laudari	Assistant Director	Alternative Energy Promotion Centre (AEPC)
Mr. Rudra Khanal	Assistant Director	Alternative Energy Promotion Centre (AEPC)
Ms. Suman Subba	Senior Social Development Officer	Asian Development Bank (ADB)
Dr. Narayan Prasad Chaulagain	Deputy Chief Technical Advisor	GIZ
Mr. Surendra Rajbhandari	Deputy Management Director	Nepal Electricity Authority (NEA)
Mr. Achyut Luitel Mr. Min Bikram Malla	Director Energy	Practical Action Nepal

Roundtable discussion participants

Name	Position	Organization/Institution
Mr Kundan Pokharel	Managing director	Alternate Energy Promotion Centre (AEPC)
Babita Adhikari	Program Officer	Centre for Rural Technology (CRTN)

Subarna Kapali	Program Officer	Centre for Rural Technology (CRTN)
Gyanendra Rak Shakrma	Deputy Director	Centre for Rural Technology (CRTN)
Mohan Pandey	Program Officer	National Association of Community Electricity Users Nepal (NACEUN)
Urmila Thapa	Manager of Administration Affairs	Biogas Sector Partnership Nepal (BSPN)
Saroj Kumar Shrestha	Senior Officer	Biogas Sector Partnership Nepal (BSPN)
Tara Shrestha	Program Officer	Alternate Energy Promotion Centre (AEPC)
Kala Timilsia	Field Officer	National Association of Community Electricity Users Nepal (NACEUN)
Abhisek Ahikari	Focal Person (ADB Program)	Nepal Electricity Authority (NEA)
Parbita Bhatta	Senior Officer	Alternate Energy Promotion Centre (AEPC)
Lachana Shrestacharya	Senior Officer	Centre for Rural Technology (CRTN)
Ashma Pakrin	Program Officer	Centre for Rural Technology (CRTN)
Min Bikram Malla	Program Manager	Practical Action
Dipendra Bhattarai	Project Development Officer	Practical Action
Nanda R Baidya	Senior Director	Centre for Rural Technology (CRTN)
Lumin K Shrestha	Senior Director	Centre for Rural Technology (CRTN)
Pramod Shrestha	Assistant Administration	Centre for Rural Technology (CRTN)
Nthabi Mohlakoana	Researcher	University of Twente
Indira Shakya	Member	Gender Energy and Water Network (GEWNet/CRTN)

TANZANIA

People interviewed

Respondent	Organization
Ms. Gisela Ngoo	Tanzania National Gender and Sustainable Energy Network (NGSEN)

SRI LANKA

People interviewed

Respondent	Country Manager	Organization
Mr. Namiz Musafer		Practical Action Sri Lanka
Prof. Anoja Wickramasinghe	Network Coordinator	National Network on Gender and Energy (NANEGE)

SENEGAL

People interviewed

Name	Function	Organisation
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Mr. Pape Alassane Dème	Director	Hydrocarbons
Anne Correa	Independent Consultant	Former Director of the National Biogas Programme (GNP)
Ms Mpho Ba	Programme Officer & Gender focal point	Forestry Directorate
Mr. Badiane Nfally	Director General	Water Sanitation Africa (EAA)
Dieynaba Djigueul	Member	Energy Sector Regulatory Committee
Assane Niang Mamadou	Coordinator	MCA support unit
Rokhaya Diao Gueye	Gender Focal Point	Senegalese Rural Electrification Agency
Alassane Wade	Coordinator	Federation of NGOs of Senegal FONGS Dakar
Fatou Sarr Sow Labo	Director	UCAD
Mr. Matar Sylla	National Coordinator	National Biogas Programme
Mr. Pape Ndiaye Mor	Promotion and Marketing Manager	National Biogas Programme
Ousseynou Faye M.	Evaluation Monitoring Manager	PROGEDE 2
Mr. Paul Thiao		Federation of NGOs of Senegal (FONGS)
Mr. Louis Seck	National Coordinator	GVEP
Mireille Ehemba	Program Coordinator	PERACOD
Alassane Ndiaye	National Coordinator	PERACOD
Oumar Badiane	Technical Advisor household energy	PERACOD
Lamine Bodian	Forestry Expert	COD
Mr. Modou Thiam	Technical Assistant	
Mamadou Varore	Technical Assistant	
Mr. Faye Wagane	Technical Assistant	ERSEN
Ndiaye Fatou	President	GIE women traders charcoal
Awa Kandji	Member production unit	Sara Ndougary Kaolack Municipality
Ms. Ndeye Ndiaye Taiba	Committee Chairman	Keur Djim

Appendix 4: Analytical Framework

Step 1: Classify the approach to be analysed:

Type: Project, advocacy (policy influencing), gender audit

Gender/Development: WID/WAD/GAD; MDGs; Anti-poverty; SE4ALL

Link to ENERGIA focus areas: WEE; capacity building; cooking energy; engendered energy policy;

Step 2: Construct a causal chain.

Approach → → → Inputs → → → Activities → → → Outputs → → → Outcomes → → → Impacts

Inputs: Materials and staff (sex disaggregated)

Activities: Which gender goal(s)? Type of activities? Who were the targets of the activities/outputs? Who carried out the activities? How were the activities implemented?

Outputs: Goods and services whose production/delivery is directly under the control of the team implementing the approach.

Where possible to identify and map:

Outcomes: A first level of consequences, linked to the objectives, which can be linked to the outputs of the approach (e.g. time saved by women, energy policy contains a gender goal).

Impacts: Consequences of the outcomes which are directly related to national development goals (e.g. gender equality)⁸².

Step 3: Evaluate the approach

Map the process: receipt of assignment; development of assignment; implementation (including monitoring); evaluation. Nature of support (if any) provided?

To what extent were objectives reached? Indicator: successful (all objectives reached); partial (at least 50% objectives reached); limited (less than 50% objectives reached).

Which success factors in reaching objectives can be identified at each stage in the process?

Did any factors (internal/external) act as a bottleneck in reaching objectives at any stage in the process?

Is there any evidence to show that outputs have been translated into outcomes and impacts? At what level have these appeared (e.g. household; institution; policy)? Have women and girls particularly benefitted? If yes, how?

Which factors (internal/external) have influenced being able to translate outputs into outcomes and impacts?

Step 4: What lessons can be learned from this experience with the approach?

To what extent does success⁸³ depend on contextual factors (including the political economy)? To what extent does the success of the approach depend on the implementing organisation? Which characteristics of the organisation can be considered to contribute to the success of the approach?

To what extent does the success of the approach depend on the commissioning organisation (ENERGIA/AFREA/ADB)?

⁸² For evaluation, it is relatively easy in most cases up to the level of output to attribute causality. However, at the levels of “outcome” and “impact” external factors that cannot be influenced by the project or program being evaluated become increasingly important. At this stage, one is looking for a identifying a *contribution* to higher goals, such as the MDGs or SE4ALL. Appearance of outcomes and impacts are also time dependent, that is they can take time to emerge after completion of an action.

⁸³ Defined in terms of reaching objectives (completely or partially), identified outcomes and impacts.

Appendix 5: SWOT Analysis

Tables A6.1 and A6.2 present a compilation of the SWOT analyses for gender mainstreaming in projects and programmes and gender audit. which amalgamates the output of participant workshops in the three target countries (Nepal, Senegal and Kenya) plus inputs from the key informant interviews and document reviews. The issues identified are by no means exhaustive but represent the experiences of ENERGIA’s partners with gender mainstreaming in energy projects. Table A6.1 is divided to reflect the sub-sections of Section 4.

Table A6.1 SWOT Analysis of ENERGIA’s gender mainstreaming approach in projects/programmes

Strengths	Weaknesses	Opportunities	Threats
Gender approach⁸⁴			
Provides tangible evidence on how GM is done, and its outcomes and impacts	Investment required is high (time, people, patience) and it requires technical support	Contributing/sharing lessons from project implementation to be used in policy advocacy	Sustainability is not guaranteed particularly when NFP lacks organisational backup
More awareness on gender	Short implementation period (donor funded and limitation of the project due to different donor expectations)	Targeting women enables them to enter non-traditional roles	Attention to gender only exists during the project implementation
	Idea that once a project document is developed and shared the work is complete (no long term buy-in)		Lack of coordination of experiences with GM
	Implementation phase is where problems occur when team don’t understand the project designer’s intentions.		Different levels of understanding of actors of GM
	Unless recommendations formulated in appropriate manner don't get buy-in and action		Lack of women with technical education can be problem when targets set for women’s participation
	Unless gender is integrated at assessment stage, struggle to mainstream later and end up with need for corrective		

⁸⁴ Workshop participants used the ‘demonstration projects’ to make a distinction with projects that focused specifically on women’s economic empowerment. The distinction is kept here except ‘gender mainstreaming’ is used rather than ‘demonstration projects’.

	<u>action</u>		
Women Empowerment (Women Energy Enterprises)			
Women become business owners – <u>changing model from women as passive beneficiary</u>	Requires <u>a lot of resources</u>	<u>Brings energy issues into other sectors</u> that are related to productive uses	<u>Women may drop out</u> because of household pressure
Energy issues are better addressed	Women’s empowerment as an objective in technical projects <u>not easily accepted by technical staff.</u>	Brings <u>holistic approaches</u> such as Women Economic Empowerment	<u>Partners may not be happy</u> with the arrangements for gender approaches
<u>Impacts</u> more sustained			<u>Traditional attitudes don’t change</u> – women don’t have technical skills
			<u>Not taking local culture into account</u> misses potential barriers to women’s participation
Training and Capacity building			
<u>Enables stakeholders</u> to take action	If <u>not physically attending</u> the training – may not be able to articulate the concepts	Transform and <u>creates champions</u>	<u>High staff turnover</u> – leading to loss of key information and expertise
	<u>Coaching</u> provided to trainees for the implementation of gender action plans is <u>quite intense</u> and is a <u>slow process.</u>	<u>Training material</u> provides a resource	<u>Staff who don’t take part</u> in training mainstream gender inadequately
			<u>Variable levels of English</u> can lead to misinterpretations of instructions.
Dissemination Activities			
<u>Creates awareness</u> of gender issues		<u>Publications</u> promote the approach	Awareness activities create <u>expectations which without financial</u>

			resources are not met undermining mainstreaming efforts
GAP			
Enables <u>addressing barriers to women's participation</u>		To create GAP as <u>organisational instrument</u>	
Ensures all staff have <u>common reference document</u>			

Table A6.2 SWOT Analysis of ENERGIA’s Gender Audits as a gender mainstreaming approach

Strengths	Weaknesses	Opportunities	Threats
Provides a baseline for gender mainstreaming	Can be superficial - not deep enough to identify the root of the problem	Can be simplified and documented in “popular versions” summarizing the results	Exposes the weaknesses of an institution - resulting in reluctance to share information
Creates sensitization of the institution being audited in practical way	People conducting audits may be more competent in one area	Institutionalization e.g. gender desks, performance contracting	Lack of champions or their departure from institutions
Provides a roadmap for implementation (e.g. Gender Action Plan)	Lack of resources for implementation	Existence of roadmap/GAP may provide incentive for development partners to support implementation	Unwillingness to change due to organizational culture
Top-down approach providing buy-in by the top management	Getting people involved is difficult - too much demand on time or not interested	Existing policy requirements on performance (e.g. gender targets in performance contracting) may offer motivation to improve skills hence improve willingness to participate	Failure to disseminate information
Process – establishes useful partnerships and a starting point for collaborations	Failure to engage political decision makers rather than administrators results in lack of implementation	Allows actors to move from awareness to action	Time taken to carry out the process.
Involvement of people within the organization is effective in transformation of the organisation	Present format does not contain an implementation strategy .		
Identifies underlying factors and drivers of GM in the institutions	Can be ‘ capital city oriented ’ if no funds to bring people from outside.		
Recommendations can allow planning in terms of short,	Lack of attention to oil sector		

medium and long enabling organisation of resources			
Tools work at local government level too.			
Innovative method for mobilising people around issue of GM in energy			
Policy level			
Strengths	Weaknesses	Opportunities	Threats
Provides better targeting to meet needs of women and men	Donors set the agenda	Ministry of Energy in good position to influence agencies responsible for energy generation and delivery	Lack of political buy-in and no budget allocation for GM
	Gender seen as only a renewables issue not oil sector	SE4ALL Action Agenda and Investment prospectus provide entry points for GM	Lack of interest by Ministry of Energy in GM
		Audit report creates resource for others to build on	

Appendix 6: Stakeholder Analysis

1. Stakeholder analysis

The ENERGIA National Focal Point organisations in Kenya (Practical Action East Africa), Senegal (ENDA Energie) and Nepal (CRT-N) were asked to provide information about the stakeholders they interact with in the energy sector. It should be emphasized that since this commissioned study is focusing on the period between 2005-2011, most of the organisations mentioned stakeholders, were indeed interacting with the NFP's during this period. This exercise was meant to assess the type of stakeholders these NFP's interact with and which they considered important in influencing energy policy and in influencing a gender approach. To illustrate the 'level of importance in influencing the energy policy' and the 'level of influence in promoting a gender approach', the NFP's were asked to rate the stakeholders using the following scale:

1=unknown; 2=little importance; 3=limited importance; 4=very important and 5=key player.

In order to illustrate the analysis of the NFP's perceptions which are based on their knowledge and experiences of working with these various stakeholders, a performance model was used. The model is designed to show how each stakeholder is rated where the ratings are represented by different colour arrows with varying line density. The stakeholders are also grouped per sector such as government, private, international, communities, civil, etc. These too have different colour representation on the scale. Further, the cone shapes are meant to visually assist in showing both the levels of importance and influence of stakeholders where the wider part at the top shows greater influence and importance and the lower narrower parts show less influence and importance. Figures 1, 2 and 3 show the different stakeholder analysis for Kenya, Senegal and Nepal based on the information provided by the NFP's.

2. Kenya stakeholder analysis

Figure 1 illustrates a number of stakeholders that Practical Action East Africa, as the National Focal Point of ENERGIA, has interacted with between the years 2005-2011. The assessment of these organisations is based on Practical Action EA's observations and experiences, taking into consideration the different activities they've performed with these stakeholders. In Figure 1, according to the assessment, the Kenya Ministry of Energy and Petroleum (MoEP) and the World Bank's AFREA programme are perceived as key players in influencing energy policy where the MoEP is responsible for policy formulation and implementation. On the other hand, the World Bank is considered to have the ability to influence energy policy by encouraging government to mainstream gender. Both the MoEP and the World Bank are considered to be very important in promoting a gender approach in the energy sector in Kenya. The MoEP "can spearhead gender mainstreaming in other agencies within the ministry, such as those responsible for energy and delivery. It is the opinion of the NFP that this ministry "can also enforce gender targets in performance contracting if it is well supported with training and awareness on gender concepts, which in turn can have far reaching impacts".

Stakeholders that are considered to have *some importance* in influencing energy policy and promoting a gender approach equally vary from government institutions, international and civil organizations. Those listed include the Kenya National Human Rights and Equality directorate, UN SE4ALL, the European Commission, Clean Cookstoves Association, Hivos. Practical Action East Africa and SCODE. The communities as stakeholders were considered to have limited levels of influence in policy influencing and in using a gender approach. This may mean that when energy policy decisions are made, communities have limited participation.

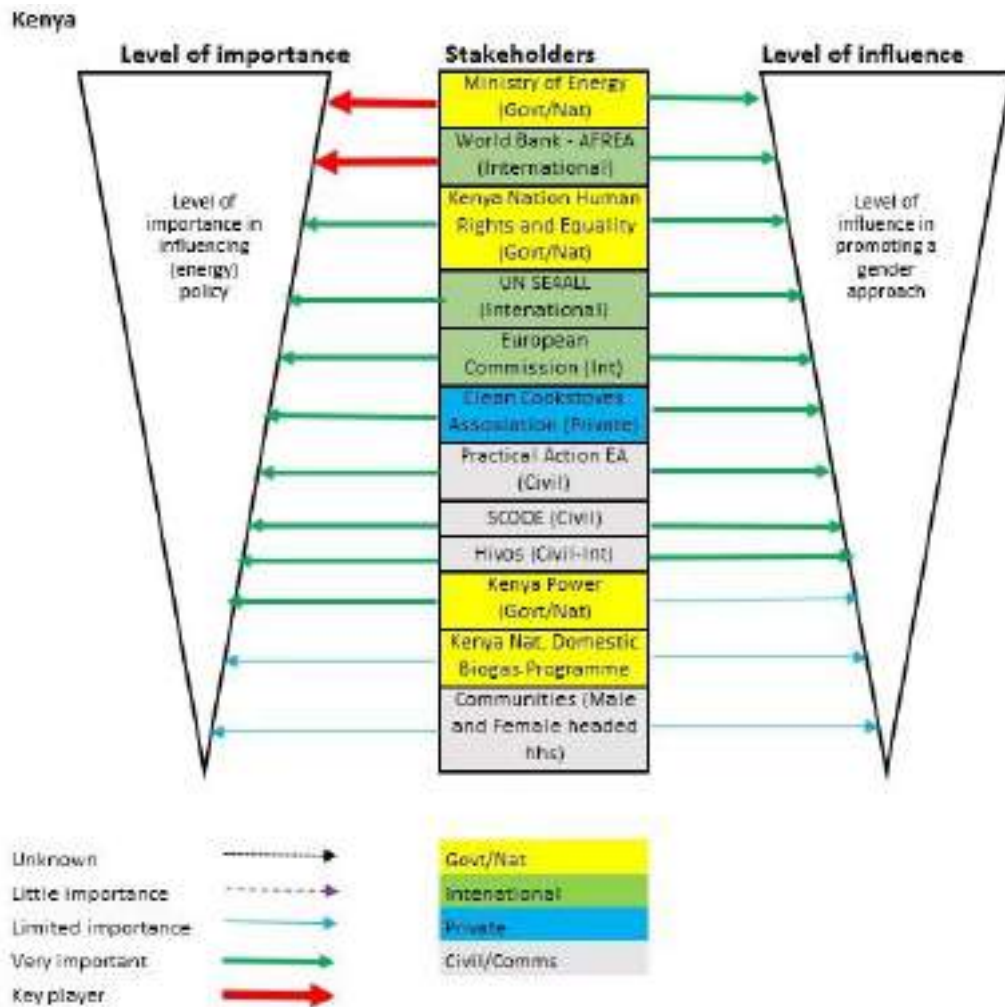


Figure 1: Kenya stakeholder analysis

It was also important to find out which stakeholders are *missing* from this analysis, that is, stakeholders that the NFP organisation aspires to interact with but has not as yet had an opportunity to do. In Kenya, the missing stakeholders were identified as the following:

Other organisations are the local government bodies	Level of influence in the sector	Comments
1. Kenya Association of Manufacturers	Limited influence	Have the ability to convene power and call on governments to address energy costs for manufacturing and probably lead to reduction of production costs and hence prices of commodities; also energy efficiency in their industries as well as support through projects to deliver energy to unreached areas
2. Large companies involved in power generation such as Independent Power Producers	Very important in influencing energy policy	Responsible for generating, transmitting and selling electricity to users at institutional (schools, hospitals etc. for improved services) and household level. Can ensure access to unreached areas that the government

		may never reach and spur productivity for women and men.
3. Financial institutions (banks and MFIs)	Very important in influencing the energy sector	Can provide financing for private sector to develop energy options for increased access; financing for MSEs including women who usually have no collateral and face challenges in accessing financing to grow/expand their energy enterprises.
4. County governments	Very important	Responsible for energy planning and delivery at county level in the current devolved government. As planners at local level, have the opportunity to ensure energy plans are gender aware and that resources are allocated to meet the varying energy needs for men, women (cooking, lighting, enterprise, ICT, food processing, etc.)
5. Learning and research institutions	Very important in influencing energy policy and gender approaches	Learning institutions can ensure that capacity exists in gender and energy and that skills are available for GM in the policy making processes.
6. Energy Nexus ministries such as Health, Water, Gender, Agriculture, Environment, Industry, Education	Very important for energy policy and influencing a gender approach	These energy nexus ministries all require energy in order to provide services in their own sectors; joint planning with MoEP can lead to improved services for women and men/boys and girls through increased access to a range of energy options to deliver the services.

3. Nepal stakeholder analysis

In Nepal, the NFP stakeholder assessment of the organisations that they interact with is illustrated on Figure 2. Out of 13 stakeholders this NFP organisation has interacted with during the period 2005-2011, they considered five stakeholders (CRT-N, Practical Action Nepal, UN-SE4ALL, Norwegian Embassy and GIZ) as key players in influencing energy policy and promoting a gender approach. Seven stakeholders (AEPC, Nepal Electricity Authority, ADB, Biogas Sector Partnership, GEWNet, male-headed and female-headed households) were considered to be key players in promoting a gender approach while at the same time they are considered very important in influencing energy policy. Community Rural Electricity Entities are considered as very important stakeholders in influencing energy policy and promoting a gender approach.

Nepal

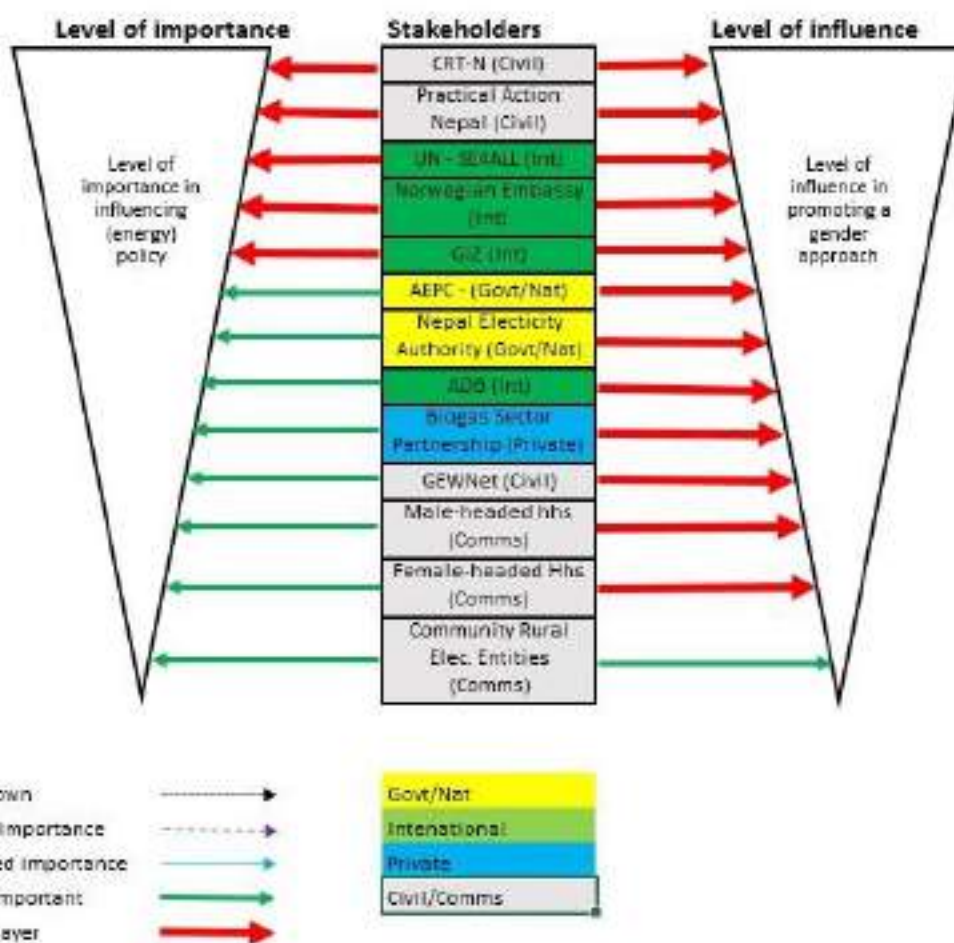


Figure 2: Nepal stakeholder analysis

Stakeholders in Nepal the NFP considers influential but with whom there has as yet been no interaction are as follows:

Other organisations are the local government bodies	Level of influence in the sector	Comments
1. Line agencies of agriculture sector	Very important	This sector is the principal primary occupation of Nepal, it requires energy services along the chain of production and values addition; joint planning with MoE (Ministry of Energy-line ministry of conventional energy) and MoPE (Ministry of Population and Environment – Line ministry of renewable energy sector) can lead to improved services for women and men/boys and girls through increased access to a range of energy options for better production and services
2. Line agencies of health	Very important	This sector demands efficient energy services for effective health services; joint planning with MoE (Ministry of Energy-line ministry of conventional energy) and MoPE (Ministry of Population and

		Environment –Line ministry of renewable energy sector) can lead to improved services to improve the health of women and men/boys and girls affected by IAP and drudgery of collecting fuelwood (prolapses) as well as through increased access to a range of energy options for better health services
3. Line agencies of education	Very important	This sector demands energy services for delivering as well as completion of both primary and higher education; joint planning with MoE (Ministry of Energy-line ministry of conventional energy) and MoPE (Ministry of Population and Environment –Line ministry of renewable energy sector) can lead to improved services for deliverance as well as for attendance of schools (formal and informal) for boys and girls as well as men and women, access to information
4. District and regional energy service centres	Some importance	They provide knowledge and skill to the community; support in local planning process; they mediate between the community and the local planners for enhancing access to energy services

4. Senegal stakeholder analysis

In Senegal, the NFP organisation considered six (four of which are government) stakeholders (ASER, ENDA Energie, Hydrocarbons Department, Forestry Directorate, PERACOD and GVEP) to be very important in influencing energy policy – see Figure 3 . The only stakeholder considered to be a key player in influencing the promotion of a gender approach is the Senegalese Agency for Rural Electrification (ASER). Most of the government stakeholders were seen as having limited level of influence and importance in promoting a gender approach. It is also important to note that the only research stakeholder interacting with this NFP was considered as having little importance in influencing energy policy and promoting a gender approach. This may be influenced by the way the research results are disseminated and the interest of topics of research for the policy makers.

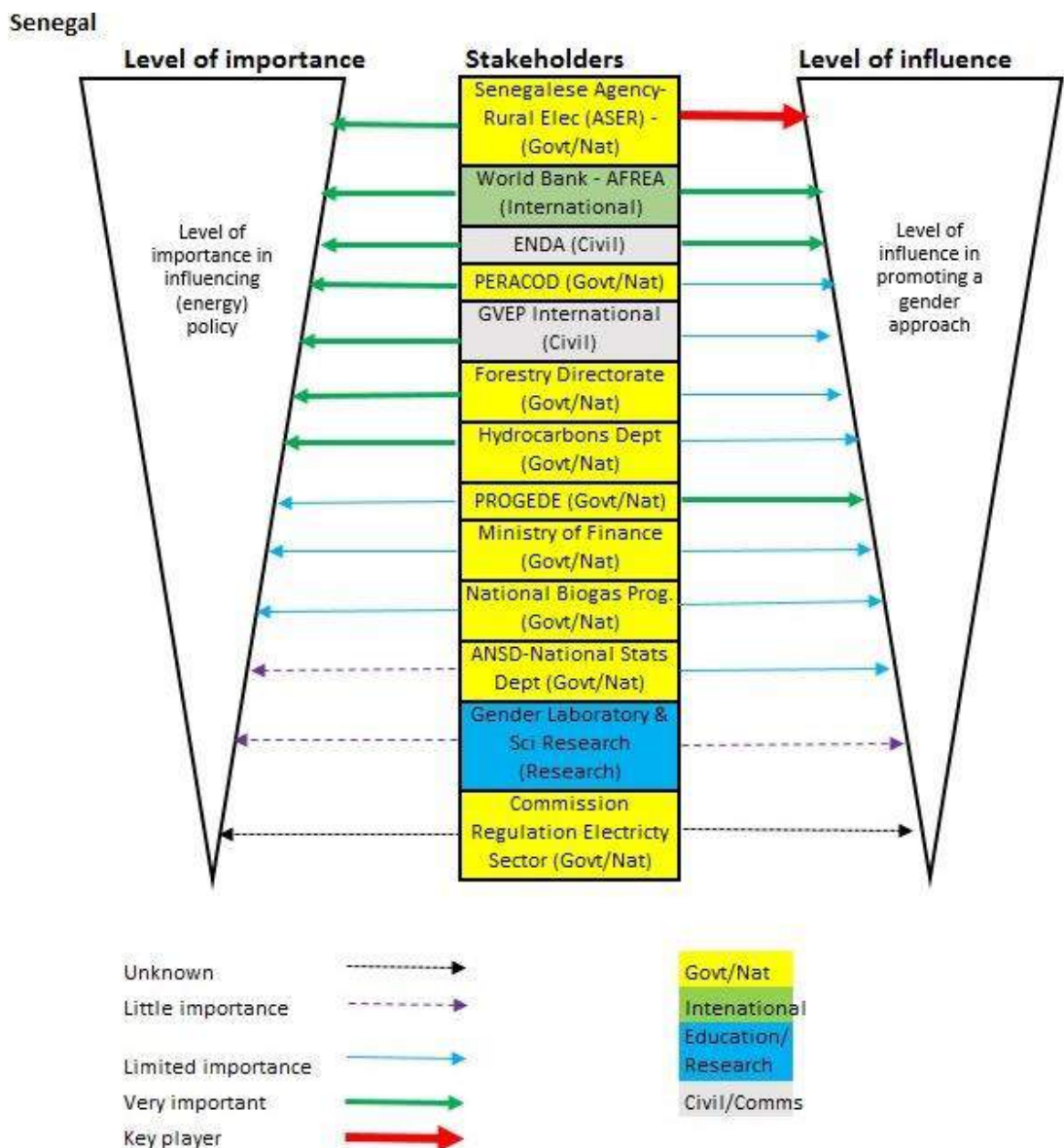


Figure 2: Senegal stakeholder analysis

Stakeholders in Senegal the NFP has as yet not interacted with:

Stakeholders	Scale of influence	Comments
Women's federations	High importance	There are some very active women's federations for the inclusion of gender into national strategies. They have a positive influence because, for example gender was not integrated in the PRSP 1 and they managed that this be done in the second version. They are also a good opportunity for strengthening the capacities of associations on gender and energy and other major issues.
Policy and Strategic Ministries	Very important	Ministries are guarantors of the implementation of policy strategies and their financing. They are a reference in

		<p>the institutional approach of gender mainstreaming at sector level. Although energy issues are directly linked to the Ministry of Energy and its agencies; various other departments have a significant impact on the influence and promotion of the gender approach. It is first of all the Ministry of Finance responsible for budgetary allocations and monitoring of long-term strategies. Each sectoral Ministry depends on different levels of the contribution of the Department of Energy for his pulse. The National Strategy for Equity and Gender Equality is trying to focus on the inclusion of gender at the institutional level with the appointment of focal points</p>
<p>PDUC (Urgency Development Grassroots Programme) – Financial implementing of PSE Programme</p>	<p>Very important</p>	<p>The PUDC is able to provide sustainable solutions in the fight against poverty and job creation in rural areas. This is where people are most vulnerable and subject to recurrent food crises with low access to infrastructure. The PUDC intends to meet the challenge of opening rural communities most of which are landlocked and thus facilitate market access. Indeed, rural poverty is more affected by the lack of infrastructure and basic social services, not to mention the energy and technology.</p>
<p>Some national programmes (water, health, agriculture, etc.)</p>	<p>Very important</p>	<p>The program of each department is to be related to its impact on households and communities. So they are to varying degrees depending on the type of intervention and the means deployed. However, all programs contribute to influence decision-making and the involvement of women.</p>
<p>BRADES : Bureau de Recherche/Action pour le Développement Solidaire Production and marketing of biochar (based residues charcoal and clay)</p>	<p>Limited importance</p>	<p>The strategy of Brades may be a response to the diversification of domestic fuels and the involvement of women in the energy sectors. Brades helps strengthen the capacities of associations and involve gender in the alternative energy sector.</p> <p>PERACOD partner, it has among its objectives the supply to households in domestic alternative fuels; to contribute to the preservation of forests and create local jobs targeting youth and women.</p>

		It can contribute to the diversification of entrepreneurial abilities and a vector for the genre
Some NGOs	Limited importance	With the emergence of new action programs, there are more and more NGOs involved in gender issues, energy and climate change. They can contribute to capacity building and ensure the implementation and monitoring of gender-sensitive projects.
Some community based organisations	Little importance	Their degree of political influence is small, but locally they contribute much to the training organizations on the theme of energy. These are actors who participate in major meetings and can serve as relays.

Appendix 7: Methodology For Mainstreaming Gender Into Projects

ENERGIA's Handbook 'Mainstreaming gender concerns in energy projects' sets out an eight step⁸⁵ gender mainstreaming methodology as follows:

Step 1: Background documentation review: that assisted the project teams to develop a common view on key issues in the gender and energy sector(s) that the projects were working in, on potential stakeholders and partners, and on what were some missed opportunities for gender mainstreaming in the subsector.

Step 2: Project documentation review: that assisted the project teams to understand the project's starting point on gender issues, what strategies were in place for achieving these, and ideas on what were some entry points for introducing gender work in the project.

Step 3: Organizational Assessment: that provided an objective basis to identify gaps in the capacities of the organization, as well as the existing capacities that could be drawn on to mainstream gender.

Step 4: Consultations with the target group: that assisted the project teams to assess the real gender and energy situation in the field through a gender sensitive baseline survey. This informed the project teams of the differentiated needs and priorities of the men and women among the targeted beneficiaries; whether there were any cultural issues that may hinder the involvement of women in project activities; whether there were any opportunities that the project had overlooked, etc.

Step 5: Gender action plans: which were iterative processes through planning, feedback and validation workshops that resulted in agreement and endorsement by management on what the projects wanted to achieve from a gender standpoint (gender goals), what activities they committed to undertake towards this, and how they would monitor their progress on these.

Step 6: Institutionalizing the process: which involved, integrating commitments and deliverables on gender in the projects' logframes, and in the organizations' processes and practices, designating responsibility for mainstreaming gender within the organizations, building capacity staff of and implementing gender-focused activities.

Step 7: Monitoring and evaluation: that involved tracking the projects' performance on gender through monitoring plans that included sex disaggregate indicators (both quantitative and qualitative), gender sensitive targets on the impact and the processes, strategies on how, when and by whom these indicators would be captured, reported to and appraised by management, and allows for correction through the gender mainstreaming process.

Step 8: Communications strategy: that assisted the project teams to convey desired and expected outcomes to partners and key stakeholder, through appropriate and timely communication channel.

⁸⁵ NB The manual does state that there are nine steps in the process. However, this appears to be a mistake since Step 7 is missing. This was checked with the ENERGIA IS.

Appendix 8 Publication Impact Assessment

The metrics for two papers on gender and energy were generated using Google Scholar. Google Scholar is used since it is considered to be more sensitive to the 'grey literature' than Web of Science or Scopus⁸⁶. It should be kept in mind that social science citations tend to be lower than natural and medical sciences due to different publication traditions. It is also important to keep in mind that the data are indicative and not absolute.

These papers are chosen for a number of reasons. First Cecelski and Clancy are founder members of ENERGIA – although both papers were published independently of ENERGIA – with reputations in gender and energy. The paper by Cecelski can be considered to be a land mark paper - the first to present the topic of 'gender and energy' as legitimate area for research. It is published in an academic peer reviewed journal which can be considered influential in the energy sector. The author is an independent consultant not attached to an academic institution. The paper by Clancy et al. is a grey literature paper closer to the type of publication ENERGIA normally produces. Clancy (and Skutsch) are academics and their promotion/careers are strongly linked to citations. University libraries strive to make their staff members publications visible to help promote their citation scores.

For each paper, the first table shows the citations per year and the second table shows the citation source. The totals in the tables vary since it is not always possible to determine the classification of the source and sometimes the source is undated. Self-citations are not included in the year on year data.

Elizabeth Cecelski (1995) 'From Rio to Beijing: Engendering the energy debate' *Energy Policy* 23(6): 561-575

Total number of citations = 65

year	95	96	97	98	99	00	01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16
Citations		1		3	1	2	4	5	8	5	4	2		1		1	3	2	4	4	4	2

Citation source ⁸⁷

Journal	Self	Grey	Book	Thesis	Conference
27	4	15	4	6	5

Joy S Clancy, Margaret Skutsch, and Simon Batchelor (2002), *The Gender - Energy- Poverty Nexus: Finding the energy to address gender concerns in development*. DFID Project CNTR998521

Total number of citations = 96

year	03	04	05	06	07	08	09	10	11	12	13	14	15	16
Citations	1	1	5	3	3	2	1	2	10	3	11	11	8	7

⁸⁶ <http://researchguides.uic.edu/c.php?g=252299&p=1683205> (accessed 22 September 2016)

⁸⁷ Journals may or may not be peer reviewed; Self reporting is when either Cecelski or Clancy cites in their own publication (not included in first table); grey literature includes a range of organisations (eg World Bank, NGOs, research institutes) and publication types (eg reports, which may or may not have been peer reviewed); thesis – masters or doctoral.

Citation source

Journal	Self	Grey	Book	Thesis	Conference
22	11	24	7	12	2