



ENERGIA International Network
on Gender and Sustainable Energy



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GENDER MAINSTREAMING IN RURAL ELECTRIFICATION PROJECTS IN UGANDA: INITIAL SCOPING MISSION

**Final Report to the Rural Electrification Agency
(REA) Ministry of Energy & Mineral Development,
Government of Uganda and
The Norwegian Embassy, Kampala**



Consortium: ETC/ENERGIA in association
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Author(s): Elizabeth Cecelski, International Consultant (Team Leader)
Dr May Sengendo, National Consultant
Ms Elizabeth Aisu, National Consultant

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LIST OF ABBREVIATIONS AND ACRONYMS

CEDAW	Convention on the Elimination of all forms of Discrimination against Women
EAETDN	East Africa Energy Technology Development Network Uganda
ENA	NORAD Energy Department
ENERGIA	International Network on Gender and Sustainable Energy
GDP	Gross Domestic Product
GoU	Government of Uganda
GM	Gender mainstreaming
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IREMP	Indicative Rural Electrification Master Plan
LFA	Logical Framework Analysis
MDG	Millennium Development Goal
MEMD	Ministry of Energy and Mineral Development
MFPE	Ministry of Finance Planning and Economic Development
MGLSD	Ministry of Gender Labour and Social Development
NDP	National Development Plan
NGO	Non Governmental Organization
NGP	National Gender Policy
NORAD	Norwegian Agency for Development Cooperation
NRECA	National Rural Cooperative Association
PEAP	Poverty Eradication Action Plan in Uganda
PREEEP	Promotion of Renewable Energy and Energy Efficiency Programme
PVTMA	Solar Photovoltaic Target Market Approach for Uganda
RE	Rural electrification
REA	Rural Electrification Agency
REB	Rural Electrification Board
REF	Rural Electrification Fund
SDIP	Social Development Sector Strategic Investment Plan
SIDA	Swedish International Development Agency
SMEs	Small and Medium scale Enterprises
ToR	Terms of Reference
UEB	Uganda Electricity Board
UGX	Ugandan Shillings
UNDP	United Nations Development Program

* * *

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Ms. Elizabeth Cecelski, Team Leader
Dr May Sengendo, National Consultant
Ms Elizabeth Aisu, National Consultant

EXECUTIVE SUMMARY AND NEXT STEPS

Introduction

The Rural Electrification Agency (REA), Ministry of Energy and Mineral Development, is guided by a number of key Ugandan development policy objectives as well as energy policy including a mandate to mainstream gender, with the long-term objective of eliminating gender inequalities. REA has recognized gender concerns in some of its activities, and is seeking to further strengthen gender mainstreaming in its rural electrification projects, as part of its target of accelerating rural electricity access and achieving “electricity for all” by 2035. The Norwegian embassy was as per 1 July 2011 financing the construction of two rural electrification projects in Uganda, and had been requested to finance another six projects to extend the current distribution grid to unserved rural areas. On request from REA, NORAD made available funds to support assistance by ENERGIA, the International Network on Gender & Sustainable Energy, to REA to further elaborate the gender component in the proposal by assisting REA to identify concrete needs and possibilities for integrating gender activities within the planned six rural electrification projects to be funded by Norway, as a first step towards a possible integration of gender mainstreaming in these and eventually all REA projects.

A gender mainstreaming team consisting of an international expert, two national consultants, and REA-designated staff in a gender mainstreaming working group carried out a “rapid gender and energy review” with a Scoping Mission from 10-20 July 2011. The team focused on how gender can be mainstreamed in the specific rural electrification projects, by identifying practical activities that could be undertaken as part of the construction phase or during the operation phase of the projects. An inception report for the Scoping Mission was submitted to REA and the Norwegian embassy on 11 July, consisting of the ToR, proposed team and roles, and a detailed program for the mission. Besides desk review of project and background documents, the team carried out interviews with REA staff and stakeholders as well as 2 days of fieldwork, in Kyenjojo and Myanzi-Kiganda. During the mission, the REA hosted two one-day consultation workshops, one with 45 gender and energy stakeholders, and a second with 45 implementation partners, both REA staff and contractors and consultants, which provided important inputs.

This report provides the results of this initial scoping mission. Chapter 1 provides background to the mission, while Chapter 2 reviews the gender situation in Uganda. Chapter 3 looks at gender issues in the energy sector, and Chapter 4 explores gender issues in rural electrification projects in Uganda: In construction, in implementation, and in planning, monitoring and evaluation. The next steps for gender mainstreaming in rural electrification projects in Uganda are included in Chapter 5.

Gender situation in Uganda

Following the background in **Chapter 1**, **Chapter 2** provides a desk review of **the gender situation in Uganda**, including the policy and institutional context, the roles of women and men, and the gendered status of the Millennium Development Goals. The Ugandan government has succeeded in reducing poverty from 44 percent in 1997 to 31 percent in 2005/6 and to 24% in 2010. The GoU has made an unequivocal commitment to take actions that will bring about more equal gender relations and is a leader in Sub-Saharan Africa in this regard. The National Gender Policy has institutionalized gender as a key concept in development work in all sectors and line ministries. Both women and men play substantial economic roles in Uganda, while women bear the brunt of domestic tasks in addition to agricultural and other productive work. Women work considerably longer hours but tend to be poorer than men due to a number of gender disparities in poverty determinants including ownership of land (7% women versus 93% men), formal labour force participation (12% versus 88%), literacy (63% versus 77%), distribution of credit (9% versus

91%), and political participation such as membership in Parliament (24% versus 76%). Impressive progress has been made in education, however gender inequalities remain large. Fertility rates and maternal mortality rates are considered by the GoU to be unacceptably high; while access to safe water stood at 68% in 2005/2006. The National Gender Policy as well as the National Development Plan cite gender based violence as a critical concern. Estimates suggest that Uganda could gain up to 2 percentage points of GDP growth a year by addressing structural gender-based inequalities in education and employment.

Gender issues in the energy sector

Gender issues in the energy sector are reviewed in **Chapter 3**. Limited access and use of energy is cited in the Uganda National Development Plan (NDP) for 2010/11-2014/15 as significantly slowing down economic and social transformation. The NDP focuses on increasing access and consumption of electricity by investing in least cost power generation, promotion of renewable energy and social transformation. The GoU has recently set a target of “electricity for all” by 2035, and the REA plays a key role in managing the Rural Electrification Strategy and Plan. Gender is not considered in current rural electrification policy documents, however labour and health burdens of biomass energy use are mentioned in the Uganda Energy Policy (2002) and integration of the gender dimension is included in the policy objectives and strategies of the Renewable Energy Policy (2007). Current energy use in Uganda is dominated by traditional biomass-based energy sources, around 95% of total primary energy consumption. More than 80% of households depend on fuelwood for cooking. At present electricity access stands at 7%, with most concentrated in Kampala and nearby towns; rural access is about 2-5%. Kerosene (paraffin) is the major source of lighting. Women and children have the task of provisioning the household with woodfuels and of cooking. The principal energy issue for women is the cooking energy system which is extremely time-consuming, human-energy intensive and exhausting work, and highly inefficient. The health effects of biomass fuel use are becoming increasingly well-known as well. In addition must be added the time women spend fetching water, preparing and transforming food products, doing household chores, taking care of children, the sick and the elderly, as well as women’s dominant productive role in agriculture and especially food production, all compounded by the AIDS crisis. Lack of biomass, mechanical and electrical energy are direct contributors to women being “overburdened” and a core component of the “double workday of women,” that women work, substantially more than men do, in both the “market” and the “household” economies.

Gender issues in rural electrification projects in Uganda

Rural electrification cannot by and large address the 95 percent of energy consumption in Uganda that is biomass-based. The use of biomass energy for cooking is the main energy issue for rural women in Uganda. Nonetheless the provision of electricity in rural areas has considerable potential to improve the lives of women as well as men in many ways, in their domestic and market work as well as their communities. **Chapter 4** of the Scoping Report directly addresses **gender issues in rural electrification projects in Uganda**. Gender mainstreaming in rural electrification projects has been shown to further improve the positive impacts on women, maximize the overall impacts of a rural electrification programme, and contribute to achieving higher order goals such as improving women’s and men’s livelihood opportunities and empowering women; most importantly, it can ensure that women and men benefit equally. Positive socio-economic impacts of rural electrification on women are well-documented, ranging from time saving, employment, and education, to safety and maternal health. Though not systematic, REA already engages in “gender issues”: at the institutional level, in its employment practice and human resource policies; at the construction level with connection of social institutions, productive use campaigns, an HIV/AIDS component, and employment issues; and at the implementation level, by targeting both genders in a social intermediation process and in way leaves compensation. A number of gender issues in rural electrification projects in Uganda were identified during the Scoping Mission, through

interviews and workshops with REA staff and partners, (limited) fieldwork, and from ENERGIA experience in other countries:

In construction,

- **local employment in rural electrification** works is primarily of men, but has the potential to offer needed off-farm employment to women. Physical and cultural obstacles to women's employment in rural electrification works do exist, however a number of tasks were identified by contractors where women could participate and even have an advantage. Little is known about what tasks women and men are currently performing in construction of rural electrification works in Uganda, however, and there does seem to be regional variation in what kind of work is acceptable for women and men.
- **way leaves compensation** is paid to (mainly male) property owners, as men own 94% of land. Women however provide most agricultural labour and depend on land to produce food for family consumption. While generally way leaves do allow current uses of land to continue, it is not really known to what extent the construction affects women's food production and access to land. Due to time lag, female spouses without land rights may not even be aware of way leaves compensation payments when made, and the payment may be used by the male recipients for personal purposes without their wives' knowledge, contrary to the intent of the Land Act.
- **HIV/AIDS prevention** is widely recognized as necessary where construction crews are active, and REA has already incorporated an HIV component in its electrification projects. Little is known about the results of the component however, beyond the construction phase, in terms of what has worked well/not worked well, and whether the component considers the gendered nature of HIV/AIDS eg power relations, women's greater biological susceptibility, gender role expectations and gender-based violence.

In implementation,

- **promotion** of rural electrification - women and men have different energy needs and roles in the household, and hence are likely to respond to different promotional messages. Women with their lower literacy levels often use different communication channels, eg women have lower ownership of radios than men. Women may be reluctant to speak up at public meetings, which they may not have time to attend either. Household decision making about taking and paying for connections and wiring is not well understood. Lighting of outside kitchen units and of lighting sources may be issues of particular concern to women.
- **access and affordability** of electricity connections and wiring affect all consumers but women in rural Uganda may face particular obstacles due to higher poverty levels, lower access to credit (compounded by low access to land as collateral), lower literacy rates, and less access to information. These factors particularly affect the 38% of Ugandan households that are female-headed and the 39% of registered businesses owned by women. The pre-payment card system, while convenient for operators and allowing small purchases, does offer some obstacles in terms of transport and operation; but also possibly opportunities for community cooperation and capacity building.
- **social infrastructure, labour-saving and health issues** are being addressed by REA through connection of social infrastructure, including health clinics, grain mills, water pumping, and schools. An encouraging sign of changes in the gender division of labour due to electrification in some areas is that young men travel to grind grain, rather than women spending long hours in grinding. It is not clear to what extent grid electrification is key to improving maternal health, since back-up power systems at hospitals and clinics do exist. Street lighting is a valuable service for improving women's safety, but few rural areas have this. Even in electrified areas

like Kyenjojo, women still cook long hours on smoky 3-stone fires and kitchens are in outbuildings not wired for electricity.

- **productive uses of electricity** save costs in time and transport and provide value addition to agriculture as well as having higher and more profitable loads for sustainability of operations. Women-owned businesses have less access to property and land for economic activities, and less access to credit needed for business investment, including electricity connection. Women-owned and men-owned businesses will hence have different constraints and also opportunities in developing productive uses of electricity. In other areas of East Africa, women-owned businesses have had more difficulties in obtaining connections than men-owned businesses.

In planning, monitoring, and evaluation,

- **feasibility studies** that assess all user needs, both women and men, are essential to design a rural electrification system that serves all people equitably. Public consultation builds public support for rural electrification initiatives. Separate consultation of women and men often results in practical considerations that would be overlooked without women's input.
- **monitoring and evaluation** by sex and other relevant gender indicators enable the assessment of progress toward greater gender equality and the documentation of actual impacts on women and men.

Next steps in gender mainstreaming in rural electrification in Uganda

The main purpose of this short scoping mission was to provide, on an urgent basis, concrete possibilities for integrating gender activities in the six REA-Norway rural electrification projects, prior to the signing end July. The intention was also clear however to lay the groundwork for implementation of gender activities in different phases of the project and for a continuing process that could be applicable in other REA projects as well and that might be supported by Norway and ENERGIA. **Chapter 5** directly addresses the outputs of the ToR through:

- o first, an initial assessment of the capacity and commitment of REA and its partners to implement gender mainstreaming;
- o second, development of a gender mainstreaming matrix for enhancing gender integration in rural electrification projects in Uganda, which identifies practical activities that could be undertaken as part of the construction phase or during the operation phase of the six projects, and that could be applicable in other REA projects; and
- o third, identification of specific entry points for gender in the REA-Norway project proposal, including a gender analysis of the main project documents, as well as suggestions for the LFA indicators and the communications strategy.

Capacity and commitment of REA and its partners to implement gender mainstreaming

Chapter 5 on next steps begins by assessing the **capacity and commitment of REA and its partners in rural electrification implementation, to carry out effective gender targeted activities**. While it was not possible within this timeframe to carry out a formal capacity assessment of REA and its partners to implement gender mainstreaming activities, a number of observations were made and are included in this chapter. REA has considerable commitment and informal capacity on gender in place. Nonetheless, the Agency lacks a systematic approach to gender mainstreaming and specific capacity building in the organization. REA workload is also an issue influencing how much genderwork has been done and what can be expected on integrating gender in planning and tasks, as REA is a relatively small agency with many priorities and

pressures to deliver on the national rural electrification program. This will need to be taken into account in designing the way forward for future gender actions.

Stakeholders in gender and energy in Uganda have experience with gender issues and are supportive of REA efforts. The Ministry of Gender, Labour and Social Development, with experience in gender in infrastructure, and the MEMD's PREEP program, which has prepared a training manual on gender mainstreaming in renewable energy and energy efficiency, could in particular be resources. Several of REA's partners (contractors and consultants) have relevant experiences and could be a source of case studies and piloting approaches.

A Gender Mainstreaming Matrix for enhancing gender integration in rural electrification projects

In order to address these gender issues identified, a **Gender Mainstreaming Matrix for enhancing gender integration in rural electrification projects** is developed in **Chapter 6**, drawing on interviews and workshops with REA staff and partners, (limited) fieldwork, and ENERGIA experiences in other countries. It includes a number of possible effective gender-targeted activities, their rationale, key actions, and resources/examples in four broad areas (see **Table 3** in main text):

In construction,

- **Local employment in rural electrification works with gender targets**, which could include an assessment of the current situation, barriers and opportunities for women's participation; contract clauses with targets and/or advantage given to gendered bids; and skills training for women.
- **Equitable way leaves compensation**, to include women's needs and interests as well as men's in communications and decisions about way leaves; to assess the implications and impacts of current way leaves compensation processes on women, men and children in affected households; and to align way leaves compensation with the recognition of women's land rights in the Land Act.
- **Gender-sensitive HIV/AIDS prevention**, with public awareness campaigns to reach women as well as men, workplace prevention programs, and targeting at-risk groups.

In implementation,

- **Promotion of rural electrification operations with gender targets**, including developing promotional materials targeted to women as well as men, gender-targeted channels and informational campaigns; documentation and use of case studies and role models; partnerships with local organizations; assessment of the current situation, barriers and opportunities for connection of female-headed households and women-owned businesses; contract clauses for operations with targets for female-headed households and women-owned businesses; skills training for women in operation and maintenance; and review of technology choices and promotion of alternative energy and income saving models for gender specific needs and priorities such as kitchen lighting and safety, eg Ready board, solar component, pre-paid metering system, etc.
- **Ensure equitable access to subsidies and connection credits**, including monitoring of access to subsidies and credits by women and men; and considering earmarking subsidies for social infrastructure (especially health and water pumping) and for connection of women-owned businesses and/or single parent households.

- **Improved access to social infrastructure**, through carrying out an assessment of the current situation, constraints and opportunities in the role of electricity in improving provision of key services such as health, education, street lighting, grain grinding and water pumping, including the potential to link with other Ministries to ensure functioning services; as well as an assessment of the potential in the long term to address cooking needs as part of rural electrification promotion, as has been done in Botswana and South Africa.

In planning and monitoring,

- **Conduct baseline and feasibility studies to identify electricity uses**, needs and constraints of households (female-headed and male-headed) and businesses (women-owned and men-owned), including reviewing study instruments for gender disaggregation and approach, consulting with local men and women and getting consumer feedback.
- **Use of gender-informed monitoring and evaluation for project design**, including developing and adopting sex-disaggregated impact indicators and other relevant gender-focused indicators to assess progress towards gender equality, using qualitative as well as quantitative data collection methods, and documenting best practices.

In institutional capacity,

- **Building gender and social awareness and capacity of REA and its implementation partners** by developing a gender policy and vision, a Gender Action Plan for rural electrification projects, a gender mainstreaming capacity building program, and other measures.

Entry points for gender mainstreaming in the REA-Norway rural electrification project proposal

Given the desire of REA and the Norwegian embassy to sign an agreement on the six rural electrification projects by end July, a main priority of the Scoping Mission was to provide timely **gender inputs to the REA-Norway proposal, LFA indicators, and communications strategy for the proposal**. These inputs were presented at the debriefing meeting on 20 July, together with the draft Gender Mainstreaming Matrix, and are presented in detail in **Chapter 6**.

Gender analysis of the REA-Norway project documents showed that:

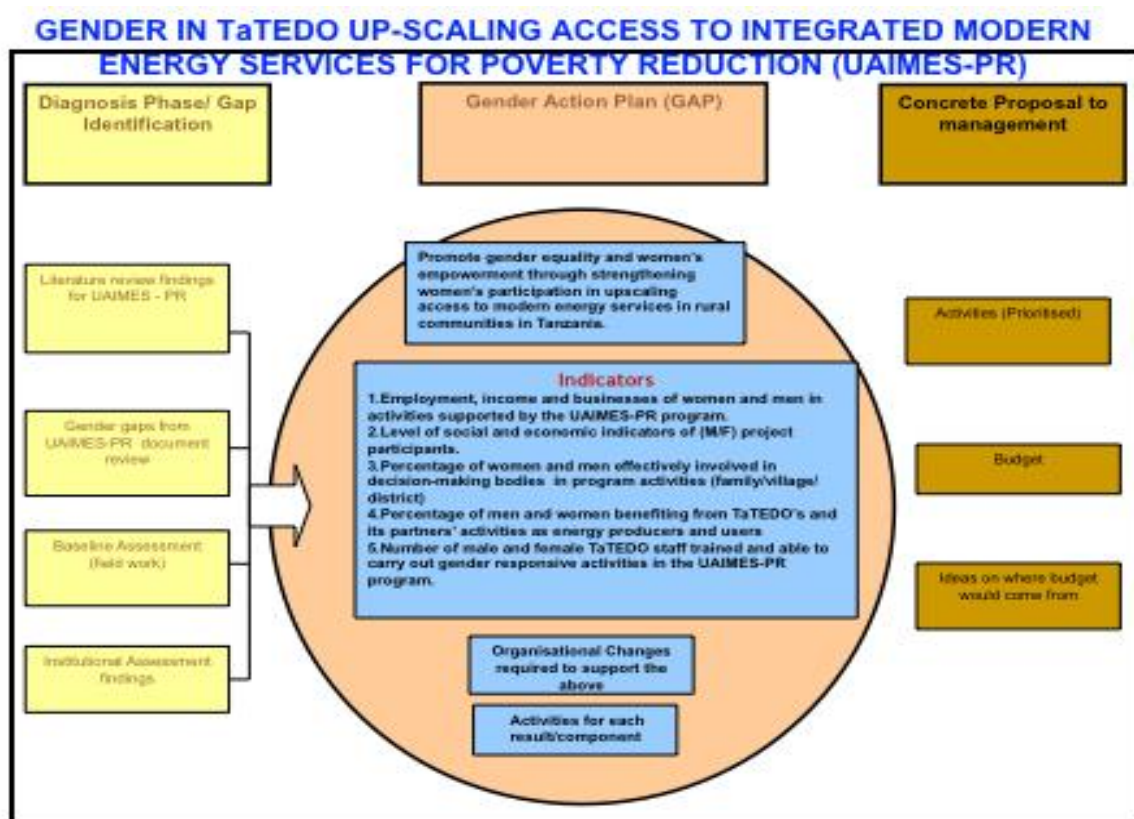
- o The draft proposal recognizes women's and men's different energy needs for household use, and that women are also involved increasingly in owning and operating SMEs in rural Uganda.
- o It lists anticipated benefits for women such as better health services, employment, school enrolment, public security, and time and labour-saving.
- o It proposes a pilot gender component to more actively involve women in the design and use of subsidies and the selection of connection points in the village.
- o The LFA provides for a number of sex-disaggregated indicators for employment and education, and gender-relevant indicators for grain milling, maternal health, and safe water.
- o The communications strategy does not target promotion by gender.
- o The feasibility studies use questionnaires to identify possible market centers based on households, business and institutions in order to generate power demand projects; they do not disaggregate by sex of household head or of business owner; there is no assessment of ability to deliver services, connect and pay of social infrastructure.
- o The bidding documents give mainly technical requirements with no disaggregation or targeting by male/female; the Environmental Mitigation Plan does include an HIV/AIDS component but it is not gender-informed.

The approach suggested to gender integration in the proposal is elaborated in detail in **Table 4** and can be summarized as:

- o The gender section in the proposal could give some examples of possible actions (taken from the Gender Mainstreaming Matrix in Table 3), and provide for a) building some institutional capacity in REA and implementation partners; and b) development of a Gender Action Plan, as separate activities for Norwegian support;
- o LFA indicators can be sex-disaggregated where applicable in the proposal, and a future Gender Action Plan could review and develop specific gender indicators and targets for these;
- o Communications strategy can easily be engendered to target men and women separately in the text;
- o Sex-disaggregated baseline survey and monitoring are needed to provide a baseline for interventions and for measuring progress, since the feasibility studies do not gender-disaggregate;
- o A realistic plan for timing of including gender in bid documents can be developed and applied in the initial bid process and/or later bids.

Next steps

The Norwegian embassy has indicated its willingness to support a separate gender proposal to further elaborate gender activities in the REA-Norway projects. While development of a full separate gender proposal for Norwegian support is beyond the scope of this Report, some suggestions can be made for next steps. Normally preparation of a Gender Action Plan in an energy project consists of four parts, shown in the example below from an energy project in Tanzania: a diagnostic phase to identify gaps; design of a Gender Action Plan; implementation and institutionalization of gender mainstreaming in the project or organization; and monitoring and feedback to learn from best practices and make improvements. The diagnostic phase consists of a background review on gender and energy in the country, a review of project documents, an institutional assessment of gender capacity of the project implementers and partners, and fieldwork to consult the target communities. The present scoping mission compressed the diagnostic phase into a short period, in order to provide immediate inputs to the project proposal. There are gaps in these processes that need to be filled.



The debriefing meeting with management at the end of the Scoping Mission concluded with the formation of a continuing REA Gender Mainstreaming Working Group to be led by Dr Patricia Litho, Eng. Joan Muiibwa, and Eng. Daniel Kisiira, assisted by Ms Cynthia Kamukama, with Mr Medard Muganzi and Eng. Deborah Nantume playing an advisory role, and reporting to Eng. Godfrey Werikhe in management. This Working Group could be formally mandated by management to take the lead in developing a preliminary Gender Action Plan for REA, and guide development of the separate gender proposal which the Norwegian embassy has indicated its willingness to support.

Tasks that could be undertaken by the Working Group and/or addressed in a separate gender proposal include:

- o Ensuring gender review and analysis of baseline surveys planned in the REA-Norway projects, possibly including specific field studies in the project areas;
- o Ensuring gender input to decisions on key issues such as the subsidy model and alternative energy and income saving models as well as more generally to the new strategic framework 2011-2020 that sets the stage for the achievement of “electricity for all” by 2035, under preparation by NRECA;
- o A more thorough review of Ugandan best practices on involving both women and men in infrastructure construction, drawing on the experiences identified in the two workshops held during the Scoping Mission as well as other sources;
- o A more systematic assessment of the capacity of REA and its partners to implement gender mainstreaming activities, as part of a training needs assessment and design of a gender training program as well as gender inputs for other REA training programs;
- o A workshop with REA staff and key partners, to design a Gender Action Plan with logframe including a gender goal(s) to guide selection/prioritization of activities; setting results and indicators as well as targets; and a timeline and monitoring framework; the workshop could include a more thorough internal review of gender issues in REA projects, building on the presentation prepared by REA for the Stakeholders' workshop;

- o Activities from the Gender Mainstreaming Matrix, identified as high priorities by the Gender Mainstreaming Working Group, such as the development of clauses for bidding contracts and orientation of contractors; gender-sensitive communications activities; and studies on key possible activities such as the potential for women's and men's participation in construction works; equitable way leaves compensation; and promotion of productive uses of electricity by both women and men.

Besides supporting the gender proposal by REA, the Norwegian embassy and NORAD could:

- o support preparation of a resource paper on international best practices on involving both women and men in infrastructure construction;
- o advocate for better integration of gender in rural electrification projects in donor fora in Uganda and elsewhere, particularly in relation to the new World Bank project in Uganda; and
- o Consider assistance to REA partners such as MEMD in gender mainstreaming in their activities.

1 INTRODUCTION

1.1. Background

The Rural Electrification Agency (REA) of the Ministry of Energy and Mineral Development is guided by a number of key policy objectives, in particular, the National Energy Policy and Renewable Energy Policy. Gender concerns are a key priority in Uganda's development policies and programme. The National Gender Policy provides strategies for ensuring that mainstreaming gender is a key action in all sectors, with the long-term goal of eliminating gender inequalities. REA has recognized gender concerns in some of its activities, and is seeking to further strengthen gender mainstreaming in its rural electrification projects. This is part of its target of accelerating rural electricity access and achieving a target of at least 10% by 2012 as compared to less than 1% in 2001, as well as "electricity for all" by 2035. The goal of REA is "to promote the equitable coverage of rural electrification in Uganda through increased provision of access to electricity for economic, social and household use". This can be applied to include gender as well as regional equity in access and benefits.

Under the Rural Electrification Fund administered by the REA, the Government of Uganda is seeking support from its development partners that will be utilized in the construction of grid extension networks in furtherance of the Rural Electrification Program. The proposed networks are located throughout the country and target rural economic and social development centers which are a hub of small and medium enterprises (SMEs), social service facilities like schools, health centers and water supply, telecommunication facilities, and district and local administrative centers, within least cost and regional distribution criteria. Construction projects and operations are mainly undertaken by private contractors, although cooperatives may take a role in some areas.

The Norwegian embassy is, as per 1 July 2011, financing the construction of two rural electrification projects in Uganda, and has been requested to finance another six rural electrification projects to extend the current distribution grid to unserved rural areas. The REA proposal to the Embassy included important gender elements. When NORAD contracted NORPLAN to do an appraisal of the project, among the comments in the appraisal, there was the suggestion to elaborate on the potential for and actions on a gender component in the projects. The Norwegian Embassy in Kampala expressed willingness to support this process since energy and gender are two of its three main priority areas of cooperation with Uganda. The Embassy has also been selected as a priority country for Gender Mainstreaming (GM) in energy by NORAD's Energy Department (ENA).

On request from REA, NORAD made available funds to support assistance by ENERGIA, the International Network on Gender & Sustainable Energy, to REA to further elaborate the gender component in the proposal by assisting REA to identify concrete possibilities for integrating gender activities in the six rural electrification projects, which could be applicable in other REA projects. NORAD has a framework agreement with ENERGIA to assist in gender integration in its energy programs throughout the world. ENERGIA already has experience in assisting other utilities and rural electrification agencies in Africa to integrate gender, including the Botswana Power Corporation (BPC), the Kenya Power & Light Company (KPLC), and through the PERACOD project, the Senegalese Rural Electrification Agency (ASER). As a first step in this process, ENERGIA together with key REA staff carried out a scoping mission from 10-20 July in Uganda.

1.2. Gender Mainstreaming Team and REA Working Group

A gender mainstreaming team consisting of an international expert, two national consultants, and an REA-designated working group, carried out the “rapid gender and energy review”. The roles of the team members are given in the table below.

Name	Position	Role
Eng. Godfrey Werikhe	REA, Manager, Project Development & Management	Project leadership and management
Dr Patricia Litho	REA, Communications and Public Relations Executive	Coordinator, Gender mainstreaming component
Ms Cynthia Kamukama	REA, Assistant Public Relations Officer	Assist the Public Relations Officer
Mr Medard Muganzi	REA, Economist	Resource person on gender in proposal; integrate findings into proposal
Eng. Daniel Kisiira	REA, Project Engineer - Planning	Resource person for field trip and follow up
Eng. Deborah Nantume	REA, Project Engineer - Construction	Resource person in the workshops and on mainstreaming gender in bidding and construction activities
Eng. Joan Mutibwa	REA, Senior Project Construction Engineer	Resource person in the workshops and on mainstreaming gender in bidding and construction activities
Ms Elizabeth Cecelski	ENERGIA Technical Adviser	Team Leader and international expert on gender & rural electrification
Dr May Sengendo	ENERGIA and EAETDN – National Focal Point, Uganda Gender and Energy Network Uganda	Local Consultant on Gender and Energy, Provide Uganda stakeholder and fieldwork inputs
Ms Elizabeth Aisu	ENERGIA, Local Consultant on Socio-economic & Rural Electrification	Provide expertise on socio-economic and rural electrification

In addition, ENERGIA and NORAD provided resource persons to backstop the mission, as follows, with the Norwegian embassy energy desk acting as the main point of contact for NORAD and participating in the field trip during the mission:

- o Katrin Lervik (Embassy Kampala, Energy Counsellor)
- o Kamilla Kolshus (Embassy Kampala, Gender Adviser)
- o Ms Kari Trædal Thorsen (NORAD ENA, Gender Adviser)
- o Mr Geir Hermansen (NORAD ENA, Energy Adviser)
- o Ms Sheila Oparaocha (ETC/ENERGIA Programme Coordinator)

1.3. Purpose and program of the scoping mission

The main purpose of the assignment was to assist REA in identifying the needs and possibilities for gender mainstreaming within the planned rural electrification projects to be funded by Norway, as a first step towards a possible integration of GM in these and eventually all REA projects. The team focused on how gender can be mainstreamed in the specific rural electrification projects by identifying practical activities that could be undertaken as part of the construction phase or during the operation phase of the projects.

The mission consisted of a ten day scoping mission, with desk review as preparation and report writing as follow up. Given that the agreement on the six projects was to be signed by end July, the team focused on specific outputs presented to REA and the Norwegian Embassy at the final debriefing meeting on 20 July:

- o A gender mainstreaming matrix for enhancing gender mainstreaming in rural electrification projects in Uganda, with possible gender-targeted activities, rationale, key actions, and resources;
- o Entry points for gender in the REA/Norway project proposal, including the LFA indicators and the communications strategy.

As well as:

- o The present draft final report of the scoping mission, including full documentation and suggestions for next steps in gender mainstreaming in rural electrification in Uganda.

As will be explained in more detail in the final section of this report, the mission compressed development of an initial version of the steps in a gender action plan into the 10-day mission, in order to meet the immediate need for inputs prior to signing of the rural electrification project agreement. The following steps were carried out:

- i) An Inception Report on the task was provided including the ToR, team roles and proposed program for the mission;
- ii) Desk review of project documents and other relevant reports;
- iii) A brief review of the country gender situation and energy context, as relevant to rural electrification, to identify key issues;
- iv) Consultation with national-level stakeholders, through interviews with key stakeholders, and a stakeholders workshop of 45 participants hosted by REA on 14th July, including government, NGOs, private sector, and REA staff ;
- v) Fieldwork in two areas 15-16 July, one already electrified area, Kyenjojo, and one area that is under construction, Myanzi-Kiganda, to consult with implementers and stakeholders;
- vi) Consultations with rural electrification project implementers, through interviews with key REA staff, and an implementers' workshop of 35 participants hosted by REA on 19th July, including REA staff as well as implementing contractors, operators, and consultants;
- vii) The consultations with stakeholders and implementers included sharing of findings to date on key issues in Uganda, as well as international experiences. Participants identified key issues, challenges and opportunities for gender mainstreaming in the subsector;
- viii) Although it was not possible in this time frame to carry out a formal assessment of commitment and capacity of implementers and partners to implement gender mainstreaming activities, some observations are included in this report;
- ix) Based on the findings of the above activities, a gender mainstreaming matrix, and specific suggestions for the REA/Norway proposal, were developed by the team, and presented to REA management at a debriefing meeting.

While the team is satisfied that concrete and relevant inputs for the six rural electrification projects have been developed, gaps do exist and can be filled through a longer-term gender mainstreaming process, as discussed in the final section of this report.

In performing the above tasks, the ENERGIA team coordinated and cooperated throughout with the Embassy's energy counselor and REA focal point to exchange views and information.

The present Scoping Report begins in Chapter 2 with a desk review of **the gender situation in Uganda**, including the policy and institutional context, the roles of women and men, and the gendered status of the Millennium Development Goals. **Gender issues in the energy sector in Uganda** are reviewed in Chapter 3 of the Scoping Report. Chapter 4 directly addresses **gender issues in rural electrification projects in Uganda**. The **capacity and commitment of REA and its partners in rural electrification implementation, to carry out effective gender targeted activities** are assessed in Chapter 5. In order to address the gender issues identified in Chapters 4 and 5, a **Gender Mainstreaming Matrix for enhancing gender integration in rural electrification projects** is developed in Chapter 6, including a number of possible effective gender-targeted activities, their rationale, key actions, and resource/examples in construction, implementation, planning & monitoring, and institutional capacity. Gender inputs to the REA-Norway proposal, LFA indicators, and communications strategy for the proposal are also provided in Chapter 6.

The ToR for the scoping mission can be found in Annex 1, the full program of the mission in Annex 2, a list of persons met in Annex 3, and a list of documents consulted in Annex 4.

In a separate attachment, the report of the stakeholder's workshop is in Annex 5; fieldwork notes are in Annex 6; and the report of the implementers' workshop is given in Annex 7. The set of power point presentations from workshops and meetings can be found in Annex 8.

2 GENDER SITUATION IN UGANDA

2.1. Policy and institutional context¹

The Uganda government has implemented a Poverty Eradication Action Plan (PEAP), which has reduced the share of households living in poverty from 44 percent in 1997, to 38 percent in 2001/2, 31 percent in 2005/6, and 24% in 2010. However, there is substantial and growing urban-rural inequality and inequality between regions. The Government of Uganda recognizes that Uganda's growth record and poverty reduction cannot be sustained without a transformation of the economy. Such transformation includes an unequivocal commitment to take actions that will bring about more equal gender relations, through a National Gender Policy (NGP) adopted in 1997 and revised in 2007. This commitment is supported by the Constitution and the National Development Plan (NDP) adopted in April 2010, as well as regional and international commitments such as CEDAW, where Uganda has been a leader in Sub-Saharan Africa in recognizing the linkages between economic growth and gender.

Gender mainstreaming is defined in the National Gender Policy as:

"a conscious approach of an organization to take into account gender equality concerns in all policy, programme, administrative and financial activities as well as organizational structures and procedures. It is based on a political decision to work towards and finally achieve the goal of gender equality within the organization thus contributing towards gender equality in the respective society. It involves applying a variety of measures, providing resources (financial, human, time, information) and ensuring a process of learning and transformation."

¹ Drawn from the National Gender Policy, 2007, and MGLSD interview.

The National Gender Policy aims to ensure that all Government policies and programmes, in all areas and at all levels, are consistent with the long-term goal of eliminating gender inequalities. The policy gives a clear mandate to the Ministry of Gender, Labour and Social Development (MGLSD) and other Line Ministries to mainstream gender in all sectors. Since the NGP came into force, it has institutionalized gender as a key concept in development work. The MGLSD promotes gender analysis and planning skills among all relevant sectors, in order to build their capacity to identify, analyse and implement gender responsive programme interventions. The energy sector however to date has not been a priority for MGLSD and so far the energy sector has not requested assistance in gender mainstreaming from MGLSD.

2.2. Roles of women and men²

Both women and men play substantial economic roles in Uganda, as in other Sub-Saharan African economies. Men and women each contribute about half of Uganda's national product. The vast majority of women work in agricultural subsistence work, particularly crop production, marketing, and processing of agricultural products. Men tend to concentrate on the production of cash crops (coffee, cotton, tobacco, and lately cereal production for the market); women concentrate on the production of food crops, mainly for family consumption, while simultaneously providing much of the labour for cash crop production. In livestock production, women concentrate on poultry and small ruminants (rabbits, pigs, goats, sheep), and men on large stock, mainly cattle.

Table 1: Contributions to Production and Ownership of Land by Men and Women in Uganda (percent)

<i>Indicator</i>	<i>Women</i>	<i>Men</i>
Population	51	49
Food production	80	20
Planting	60	40
Weeding	70	30
Harvesting	60	40
Processing/preparation	90	10
Access to and ownership of land and related means of production	8	92

Source: Akello (2001).

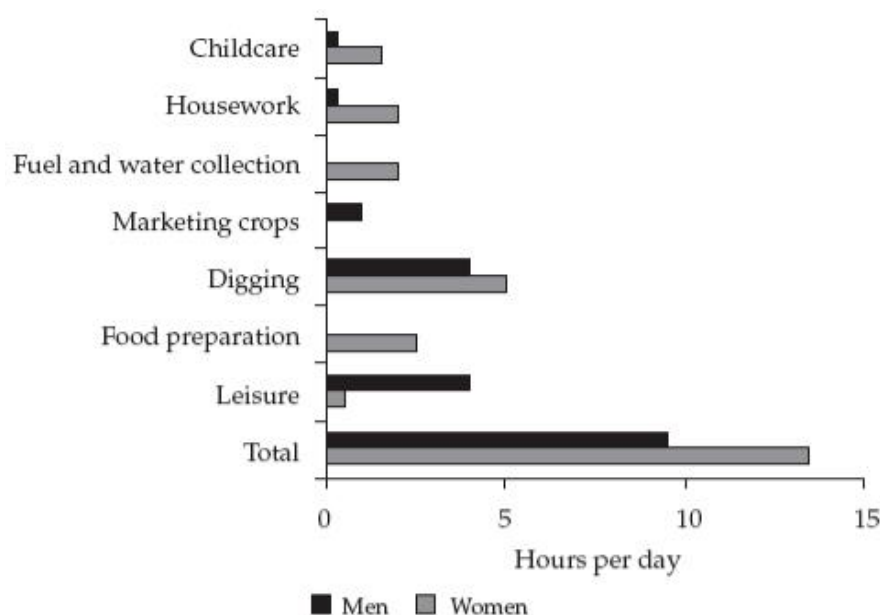
Note: Estimates are preliminary.

In nonfarm production, men predominate in the formal economy with 61 percent of employees, while most women are self-employed or work as unpaid family workers. Women represent nearly 40 percent of business owners with registered premises in the Uganda Business Register, but these businesses are more likely than those owned by men to be informal microenterprises with a small number of employees. When rural women have the opportunity to do so, however, they take the chance to increase their incomes through nonfarm activity.

In addition to their prominence in agriculture, women bear the brunt of domestic tasks: processing food crops, providing water and firewood, caring for the elderly and the sick. The “double workday” contributes markedly to women’s “overburden”. The strong imbalance in the gender division of labour was identified by the Uganda Participatory Poverty Assessment Process as one of the major contributors to poverty. Women work substantially more than men, in both the market and the household economies. On average their workday may be 50 percent longer, and their work is closely integrated with household production systems, which create cross-sectoral and cross-task synergies and tradeoffs. The advent of HIV/AIDS has exacerbated the time constraints across the two economies.

² Drawn from the National Gender Policy, 2007, and MGLSD interview.

Figure 1: Allocation of Time by Men and Women in Katebe



Source: UPPAP (2002).

Women continue to suffer very high time burdens in pursuing their livelihood strategies. The Uganda Strategic Country Gender Assessment (World Bank 2005) reveals that women work considerably longer hours than men (between 12 and 18 hours a day, with a mean of 15 hours), compared with an average male working day of 8 to 10 hours. Women bear the brunt of domestic tasks, in addition to agricultural and other productive work. The time and effort required for these tasks, in almost total absence of even rudimentary domestic technology, is staggering. This has a negative effect on food security, household income, children's schooling, participation in community life, health, and overall productivity. (National Gender Policy 2007)

2.3. Millennium Development Goals (MDGs) and gender³

Uganda has made important progress towards many of the MDG targets related to gender, particularly in reducing the share of the population that lives in poverty and the share suffering from hunger, as well as in terms of gender parity between boys and girls in primary education, access to HIV/AIDS treatment and access to safe water. Despite this impressive progress, challenges to attain gender equality still persist and stall progress on many MDGs and national development. Levels of poverty are more than twice as high in rural areas as in urban areas, and poverty levels remain higher – and have fallen less rapidly – in the northern and eastern regions of the country. Moreover, the level of inequality in Uganda has increased compared to the early 1990s. The Social Development Sector Strategic Investment Plan (SDIP) indicates that women tend to be somewhat poorer than men (33% versus 30% poverty rates), with widows and those living in their households being the poorest (34% poverty rate). Around 20% of Ugandan households are chronically poor and higher proportions of women headed households are chronically poor. Although 83% of women are engaged in agricultural production, only 25.5% control the land they cultivate. This situation creates enormous challenges for women as they are increasingly taking on the burden of

³ Drawn from the National Gender Policy, 2007, and MGLSD interview.

family provisioning, thus seriously undermining the sustainability of the household livelihoods. The table below illustrates a number of key gender disparities in poverty determinants in Uganda.

Table 2: Gender Disparities in Poverty Determinants in Uganda		
Poverty determinants	Women (%)	Men (%)
Ownership of registered land	7	93
Formal labour force participation	12	88
Wages of <40,000 USh/month	51	44
Literacy rates	63	77
Share of total enrolment (tertiary)	38	62
Maternal mortality rate per 100,000	506	n.a.
Distribution of credit	9	91
People living with HIV/AIDS	51	49
Membership in Parliament	24	76
Chairperson of land governance structures	4	96
Applications for land certificates	6	94

Source: Mukasa et al 2004, in Ellis, Manuel and Blackden, 2010.

Uganda has made impressive progress in education, however gender inequalities remain large, with 20-35 percent more boys in S1-S4 and more than 60 percent more boys in S5-S6. This inequality affects fertility rates: on average, women with no education have about four children more than women with some secondary education.⁴ The 2002 illiteracy rate for Uganda was 32% overall - 23.6% for males and 37.6% for females.

Gender inequalities in education, employment, earnings and bargaining power within families play significant roles in keeping Uganda's fertility rates among the highest in the world. Population growth hampers Uganda's economic progress and the high fertility rates put the health of mothers and their children at risk and contribute to increased household poverty. While HIV/AIDS prevalence declined to 6.2% in 2000, there is increasing evidence that the infection rate may be rising again.

MDG 5 on improving maternal health is one of the key goals where progress has been slow and it is unlikely that Uganda will achieve MDG targets 4 and 5 on reducing child mortality and improving maternal health. The maternal mortality ratio (per 100,000 births) stood at 435 in 2005/2006. Since nearly all maternal deaths are avoidable, this is considered a human rights issue as well.

The share of the population with access to safe water has increased from 57% in 1999/2000 to 68% in 2005/2006, and the Government is on course to meet its ambitious target of 89% access in 2014/2015.

⁴ The total fertility rate in 2009 was 6.3 according to the United Nations Population Division.

The National Gender Policy cites gender based violence (GBV) in its various forms (domestic violence, sexual harassment, trafficking, rape and defilement) as a critical concern:

UN data reveals that more than 40% of Ugandan women have suffered domestic violence. The 2006 Uganda Demographic and Health Survey indicates that 60% of women and 53% of men aged 15-49 years experience physical violence, 39% of the women sexual violence while 16% experience violence during pregnancy. Gender based violence has intensified in situations of armed conflict and insecurity. (NGP 2007)

A growing body of evidence suggests that gender inequality affects growth, especially in agriculture, where labour constraints affect the ability to diversify into non-traditional agricultural exports. Removing constraints on women's labour has been identified as a critical factor in modernizing agricultural production in Uganda. The PEAP notes that women do not always share the benefits of production, even when they have done most of the work, and estimates that changing gender-based disincentives in agriculture could add a one-time increase of 5 percent of GDP. Another study suggests that Uganda could gain up to 2 percentage points of GDP growth a year by addressing structural gender-based inequalities in education (total years of schooling) and formal sector employment. (Ellis, Manuel and Blackden, 2004)

In the microfinance context, women in Uganda are highly creditworthy, with excellent repayment rates. 55% of micro finance institution borrowers are female (NGP, 2007). Nonetheless, women access only 9 percent of credit in the country.

In the political arena, women face constraints in engaging in elective processes due to factors such as limited resources for campaigning, spousal control, and the misconception that leadership is a male domain. Low literacy among women, inadequate skills in public speaking, resource mobilization and networking and limited access to vital information are challenges that undermine their competence. For example only 38% of female headed households own radios, compared to 53% for male headed. In addition cultural factors and poverty constrain effective participation of women in decision making. (National Gender Policy, 2007)

The Constitution provides for reservation of one seat for a woman member of Parliament for each district and at least one third of local council seats are reserved for women. The proportion of women in local councils rose from 6% in the early 1990s to 44% in 2003 (though there is only one female district chairperson out of 80). In Parliament, women were 30.4% and in cabinet, 19.4% in 2006; in civil service management level, women constitute 17.4% and men 82.6%. (Ibid.)

3 GENDER IN THE ENERGY SECTOR

3.1. Policy and institutional context

The Uganda National Development Plan (NDP), covering the period 2010/11 – 2014/15 notes that “limited access and use of energy significantly slows down economic and social transformation.” For the energy sector, the NDP focuses on increasing access and consumption of electricity by investing in least cost power generation, promotion of renewable energy and energy efficiency in addition to the associated transmission and distribution infrastructure. Inadequate infrastructure, especially transport and energy, has been identified as a binding constraint for growth and economic transformation. Increased access to electricity is an important goal of the Plan.

The GoU established a Rural Electrification Strategy and Plan in 2001 to accelerate rural electricity access and achieve a target of at least 10% by 2012 as compared with less than 1% in 2001. So far, access stands at 7% nationally and possibly as low as 2 to 5% of households in rural areas. Recently the Government set a new ambitious target of “electricity for all” by 2035, implying that

connection rates will have to be 10-fold the current numbers per year. The Rural Electrification Fund (REF), with its Rural Electrification Board (REB) and Secretariat the Rural Electrification Agency (REA), established under the Electricity Act of 1999, manage the Rural Electrification Programme. The Government's Indicative Rural Electrification Master Plan (IREMP, 2008) seeks "to reduce inequalities in access to electricity and the associated opportunities for increased social welfare, education, health and income generation." The IREMP prioritizes investment projects for public and private investment, according to lowest marginal cost and economics/social weight, balancing the need for regional distribution equity.

The REB includes representatives from the private and financial sectors involved in rural electrification and NGOs, plus the Permanent Secretaries of the ministries of energy, finance, and local government. Besides overall supervision, the REB has the key task of defining rules for subsidy levels and project eligibility criteria based on REA proposals. The REB/REA report to the Ministry of Energy and Mineral Development (MEMD), which is the national lead agency responsible for the management and development of the energy sector through coordinated national policy formulation, implementation and monitoring. Tariff setting, performance and safety standards are the responsibility of the Electricity Regulatory Authority (ERA).

3.2. Gender in energy policy

The Energy Policy (2002) has as its policy goal "to meet the energy needs of Uganda's population for social and economic development in an environmentally sustainable manner." Though the word gender does not appear in the Policy, labour and health burdens of biomass energy use are mentioned twice, under energy conservation issues and under demand side objectives.

The Renewable Energy Policy (2007) goes further, stating specifically that "the gender dimension will be integrated in renewable energy planning and management," Strategies are indicated that cater for decentralized planning through gender sensitive representation on both the Local Energy Committee (LEC) and the Village Energy Committee (VEC). Recognition of the difference in interests, needs and priorities between women and men in planning, implementation and monitoring are mentioned, as well as participation in decision making. The Renewable Energy Policy also has as one of its policy objectives, "to mainstream poverty eradication, equitable distribution, social services and gender issues", including five activities:

- o study linkages and mechanisms between poverty eradication, gender and renewable energy;
- o sensitize stakeholders on linkages between gender, poverty and rural electrification;
- o implement a comprehensive integrated renewable energy, gender sensitive, poverty alleviation plan;
- o reinforce the gender related benefits of renewable energy in the PEAP; and
- o mainstream HIV/AIDS issues in renewable energy plans, projects and activities.

In rural electrification policy documents such as the Electricity Act (1999), the Rural Electrification Strategy and Plan (2001), and the Rural Electrification Agency Strategic Plan 2005/06 – 2011/12, the words gender/women/female do not appear. A new REA Strategic Plan is currently under preparation.

3.3. Gender issues in the energy sector⁵

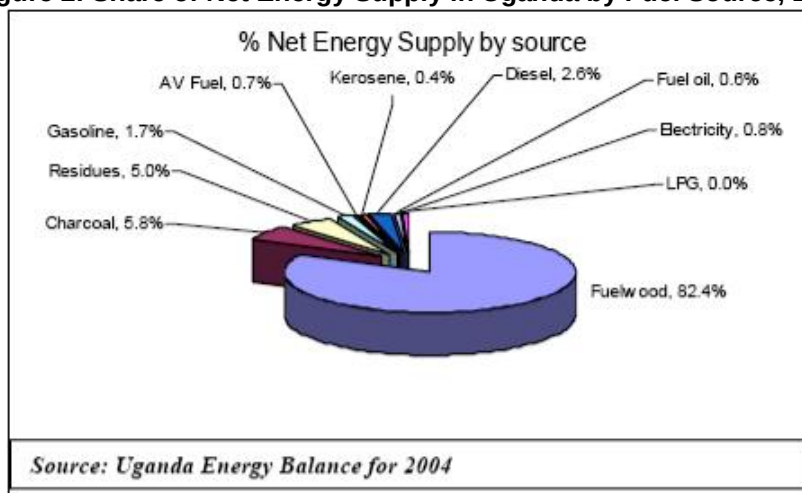
The energy sector in Uganda is dominated by traditional biomass-based energy sources, contributing around 95% of total primary energy consumption. Petroleum products contribute 4.0%. The majority of communities, both urban and rural, depend largely on fuel wood and charcoal for their energy needs. Examination of the biomass sources (primarily forests) indicates that the

⁵ Based on the excellent summary in Pandey, et al, 2007, and on Blackden, 2003.

supply will soon be severely depleted due to rapid population growth. The Ugandan government has launched programs on improved stoves, biogas, and forestry to address this problem.

However in 2003, 90 percent of energy investment was power-related, aimed at addressing the low rate of per capita electricity consumption in the country. Electricity contributes only 1.3% to the country's primary energy needs. At present access stands at 7%. About 72% of the total grid-supplied electricity is consumed by only 12% of the population, concentrated in Kampala and nearby towns. Kerosene (paraffin) is the major source of lighting in Uganda, with more than 90% of rural households and 58% of urban using this fuel.

Figure 2: Share of Net Energy Supply in Uganda by Fuel Source, 2004

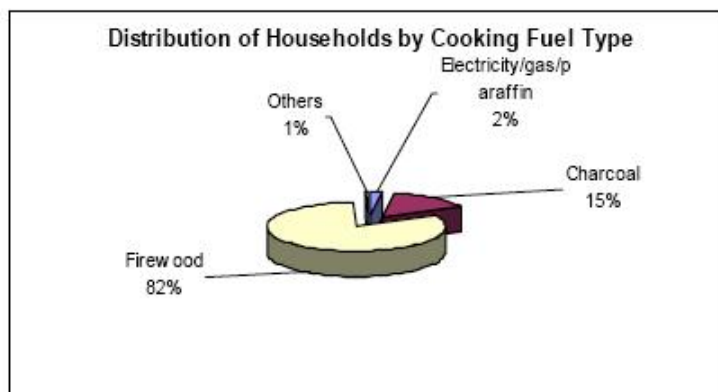


The World Bank's Africa strategy document on Africa is broadly valid for Uganda as well:

Today's energy picture in Africa would probably surprise most people. For more than 90% of the 650 million people in Africa, energy is about wood, waste, dung, candles and kerosene. Energy in Africa is mostly still about human energy: farming by hand or animal, walking as the primary means of getting anywhere.

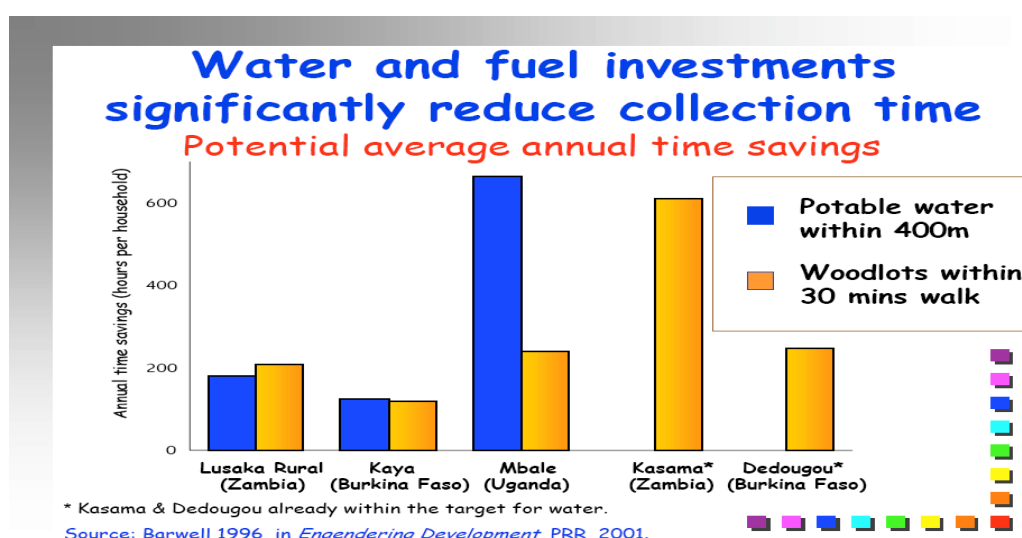
Cooking is the main household energy use, and most cooking is done with firewood. Fuel wood is used by 81.6% of households for cooking, followed by charcoal at 15.4%; in urban areas, more than two thirds of households use charcoal. In rural areas, biomass residues are the secondary fuel, rather than charcoal. Urban households use mainly charcoal or purchased firewood for cooking, while rural households use both purchased and collected firewood and agricultural residues. Per capita annual biomass consumption for rural households is calculated by MEMD at 616 kg wood, 2 kg charcoal, and 52 kg bio-residue.

Figure 3: Distribution of Households by Cooking Fuel Type, 2004



As seen in Chapter 2. above, the strong imbalance in the gender division of labour is one of the major contributors to poverty in Uganda. The task of provisioning the household with its energy and the job of cooking reside essentially with females, who fetch wood fuel from increasingly distant sources. A field survey by Pandey et al (2007) for a biogas feasibility study showed that on average a household spends 0.9 hours per day in collecting firewood for cooking, but this varies considerably by region and district. The cooking energy system is extremely time-consuming, human-energy intensive and exhausting work, and highly inefficient. The health effects of biomass fuel use are becoming increasingly well known as well. Biomass energy use is one of the direct contributors to women being “overburdened” and a core component of the “double workday of women,” that is, women work, substantially more than men do, in both the “market” and the “household” economies. To this energy time burden must be added the time women in Uganda spend fetching water, preparing and transforming food products and cooking meals, doing household chores, taking care of children, the sick and the elderly, as well as women’s dominant productive role in agriculture and especially food production, all compounded by the AIDS crisis. Many of these activities suffer from the lack of mechanical and electrical energy that would make these tasks easier and more convenient. The figure below for example shows the time savings that are possible when water and wood fuel investments reduce collection time in some African villages, including in Uganda.

**Figure 4: Water and fuel investments significantly reduce collection time
(potential average annual time savings)**



Finally, Uganda’s recent oil discoveries promise significant increases in GDP and in fiscal revenue, but offer both opportunity and risk, including for gender equality. Increased government revenues, if used wisely, can help to fund the facilities and services needed to support a modern and diversified economy with gender equality. Employment and training opportunities related to exploration, production and product distribution, as well as support services to petroleum companies can offer opportunities to both women and men in the labour force and enhance their skill levels. At the same time, the discovery of a source of great wealth may give rise to increased risk of corruption and international and inter-regional tension. There will be gender impacts and implications in all of these.

4 GENDER ISSUES IN RURAL ELECTRIFICATION PROJECTS IN UGANDA

4.1. Why gender mainstreaming in rural electrification projects?

Rural electrification cannot by and large address the 95 percent of energy consumption in Uganda that is biomass-mass based, mainly for cooking - that is the main energy issue for rural women in Uganda. Nonetheless, the provision of electricity in rural areas has considerable potential to improve the lives of women as well as men in many other ways, in their domestic and market work as well as their communities. Gender mainstreaming in rural electrification can:

- o further improve the positive impacts on women;
- o maximize overall impacts of a rural electrification programme and contribute to achieving higher order goals, such as improving women's and men's livelihood opportunities, empowering women, and bringing about better gender relations within homes and communities; and
- o ensure that both women and men benefit equally.

Some of the well documented impacts of rural electrification on women in other countries include:⁶

- o Women in electrified households reading more (India);
- o 1-2 hours per day saving in avoided journeys for battery charging, kerosene purchase, and household activities such as grain grinding (Sri Lanka);
- o Improving homework and school performance, avoiding eye problems, increased enrolment of girls and safety from street lighting (Tunisia);
- o Increased opportunities for employment of women in electrified households and greater control over their income (Bangladesh); and
- o Maternal health benefits from electrification of clinics (Philippines).

In addition, in Uganda two important potential benefits of rural electrification for women and girls have been identified by REA:

- o Security, especially for women and girls. Lighting in the night improves the general security of a place. Women and girls are generally at higher risk of being attacked at night and so lighting on the streets and around their homes could improve their personal security. It is also important to note that most kitchens in rural swelling are independent units outside the main house. In most cases these facilities are not electrified and yet women and girls have to stay out cooking for the rest of the family. Targeting lighting in and around kitchen units specifically would go a long way towards improving women's security not only from potential attacks from people but also from wild animals, including snakes.
- o Health and safety. There have been occasional fires started in rural dwellings caused by kerosene lamps or candles. The fact that most of these dwellings are grass-thatched puts these families at even greater risk. Electricity could improve the situation.

During the scoping mission, REA staff initially identified a number of areas of current REA involvement where "gender work" was relevant and could be further examined.⁷

⁶ See Annex 8, Elizabeth Cecelski, "ENERGIA-assisted experiences in gender mainstreaming in rural electrification projects in Asia and Africa," ppt presentation, *Rural Electrification Project Implementers' Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda*, Thursday, 19th July 2011, Imperial Royal Hotel, Kampala.

⁷ See Annex 8, Eng. Godfrey Werikhe, "Gender mainstreaming in the Rural Electrification process: best practices, challenges and opportunities", ppt presentation, *Gender and Energy Stakeholders' Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda*, Thursday, 14th July 2011 Imperial Royal Hotel, Kampala.

At the institutional level:

- o female employees are a percentage of total staff at REA;
- o gender considerations are found in REA's Human Resources and other policies.

At the construction level:

- o connection of social institutions, i.e. health centers for which women are beneficiaries, SMEs, schools, district headquarters;
- o productive use of electricity campaigns;
- o an HIV/AIDS component during the projects construction stage;
- o some limited employment of women during construction.

At the implementation level:

- o a social intermediation process in which both genders are targeted;
- o way leaves and compensation based on the property owner, that has encountered gender issues.

Starting from this current REA gender-relevant work as identified by staff, and the REA-Norway draft May 2011 rural electrification proposal, the following sections elaborate further on gender issues in the electricity sector in Uganda. They are based on the findings of this mission from desk review of project and other resource documents; interviews and consultations with REA staff, implementation partners, and stakeholders, including two workshops; and (limited) fieldwork. They also draw on ENERGIA experience with gender mainstreaming in electricity projects in other countries. Some of the questions that were explored during fieldwork and interviews, to determine gender-sensitivity of the rural electrification program, included:

- o Who is the primary user of rural electrification?
 - Who (men/women) is the primary point of contact for promotion?
 - Who controls investment and power point location decisions?
 - Who receives promotional information and user training in maintenance?
- o Are women-headed households able to connect equally with male-headed households? Are women-owned businesses able to connect equally with male-owned ones?
- o Are women employed by local contractors and in electricity sector institutions?
- o What are the local effects and impacts of electricity development? Eg resettlement, way leaves, environmental, social, health impacts on communities?

Gender issues in rural electrification projects in Uganda that have been identified during the scoping mission include:⁸

- o Gender issues in construction, such as local employment in rural electrification works, way leaves compensation, and HIV/AIDS prevention;
- o Gender issues in operations, such as promotion, subsidies, social infrastructure and productive uses; and
- o Gender issues in planning and monitoring.

It should be kept in mind however that field observations cited below are based on only an initial exploration during a two-day visit to two sites by the scoping mission, in order to identify possible gender issues: Site-specific information would likely be needed to design detailed interventions.

⁸ Gender issues in capacity at the institutional level of REA and partners are addressed in the following Chapter 5.

4.2. Gender issues in construction

4.2.1. Local employment in rural electrification works

While women make up 70% of agricultural workers and 80% of unpaid labour in Uganda, nonfarm employment has been identified as an important route for rural women to rise from poverty (Ellis, Manuel & Blackden, 2010). Construction in rural electrification works is one of few opportunities for casual labour available in rural areas. Employment in construction offers opportunities for women's increased contribution to household income and increased gender equality. Local employment of labour reduces the risk of introduction of HIV/AIDS by migrant construction workers, and increases sustainability through local sense of ownership.

Still, a number of obstacles to women's employment in rural electrification construction do exist. These include women's own preferences and objections as workers, employers' attitudes, and social norms and values. While women traditionally carry heavy loads, the work of excavating holes and carrying and climbing poles is known to require considerable strength and women are believed to prefer lighter jobs. One contractor noted that while women's labour is cheaper than men's, his experience having tried hiring women, is that women have not been able to keep up with the heavy labour. Sometimes stereotypes do apply, women are refused work and give up. However a female Ferdsult manager who had rotated through all the construction tasks in her career noted that once a woman proved she could do the job, she was accepted even climbing poles; *"you just have to change your dress code, and be sure of yourself."* Wearing trousers is not accepted by many women. Traditional roles to some extent also vary by region; in the north and eastern parts of Uganda, women are more likely to work in the same way as men, but even then gender roles are quite distinct.



Can both women and men find employment in rural electrification construction works?

Behavior of construction workers may also be an issue for local communities, that discourages women from considering this employment:

"The construction workers use vulgar language even before our children and in-laws, this makes us hate to work with them because they don't respect our cultures which prohibits open use of vulgar language. So how can we as women wish to work with such people? You can get scared that they can rape you!!"

- a woman in Kiganda

Still, a number of tasks were identified by contractors where women could participate in rural electrification construction and do as good a job, or better than men: surveying, store keeping, supervising, wiring in households, creating awareness to communities, and cooking for the

workers. Some of these are jobs that are paid less than others in the construction field of work, but opportunities do exist.

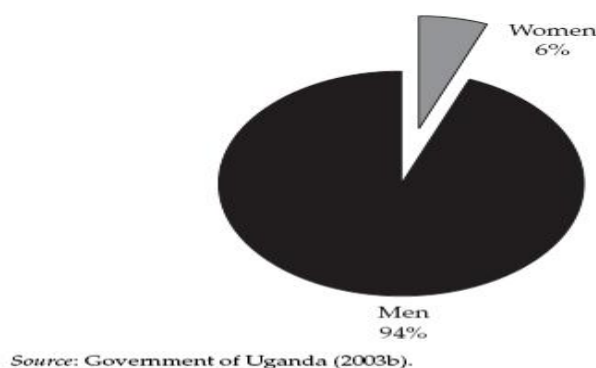
In a Norad grid construction project in Zanzibar, for example, 12 men and 12 women participated in a surveying course, with exam results determining who would be hired; all 12 women and 2 men were eventually successful, and 5 of the women were still employed by the electricity company 15 years later (Winthers, 2008).

Little is known about what tasks women and men are currently performing in construction of rural electrification works in Uganda, however, as employment data by gender is not kept by contractors at present. In skilled positions, implementing staff believe that there are relatively few women technicians and engineers qualified and prepared to work in the rural electricity sector; the obstacles at this level would need to be explored further.

4.2.2. Way leaves compensation

While compensation is normally to the land owner, most of whom are men, women can lose out since they cultivate the crops and are responsible for provision of food in the home. Before poles are set or transformers built, way leaves are identified and – sometimes several years later when construction actually takes place – way leaves compensation is paid to the property owner. The amounts may be considerable in relation to rural incomes. Since men own most property in Uganda, way leaves compensation has targeted male “heads of household” which may have negative impacts on women and children in households: In Uganda, men own 94% of land while women provide 70% of agricultural workers and produce most family food. While generally way leaves are not large and do allow current uses of the land to continue – with the exception of transformers – it is not really known to what extent the construction damages current or affects future crop production. And due to the time lag, wives may not even be aware of way leaves compensation being paid; payments may be used by the male recipients without their wives knowledge. Uses cited included a) buying more land; b) more wives/mistresses; c) alcohol.

Figure 5: Land Registration Received by District Land Management Offices, 2000



4.2.3. HIV/AIDS prevention

It is widely recognized that construction crews can facilitate the spread of HIV/AIDS, and prevention measures are required. REA has already taken the initiative and incorporated an HIV component in its rural electrification projects, including a public awareness campaign and provision of condoms and testing during the construction phase: *“Be wise and live responsibly! Avoid unprotected sex with mobile men with money.”*

Little is known about the results of the HIV/AIDS component in earlier rural electrification projects, however, beyond the construction phase, in terms of what has worked/not worked well. Is the component gender-informed? While many infrastructure projects, especially in road construction,

have HIV/AIDS components, fewer address the gendered nature of HIV/AIDS eg power relations of males and females making it difficult for women to say no; greater biological susceptibility of women; and male gender role expectations leading to risky behavior and gender violence - a major human rights issue in Uganda.

4.3. Gender issues in implementation

4.3.1. Promotion

The Norway-REA proposal recognizes that women and men have significantly different energy needs in the household, with women involved in processing food, providing energy needed for cooking, and preparing food, as well as spending time in fetching water for drinking cooking and cleaning; while men use energy more for comfort, prestige and entertainment, for example, candles for light and batteries for radios and other entertainment devices. The proposal also notes that men take charge buying various forms of energy for the households except firewood which is collected by women to avoid spending money for cooking fuel. This means that men and women may respond better to gender-differentiated promotional messages for connection and use of electricity.

For example, women may be especially interested in lighting kitchen outbuildings and outside areas, for personal security from both people and animals/snakes, and in replacing fire-causing kerosene lamps and candles with safer electric lighting.

Rural women lack access to information and in the areas visited sometimes lacked confidence to deal with electricity and meters. REA has found that low literacy levels (women have lower literacy rates than men) impact on the speed of adoption of electricity; there is often not a good understanding of the general concept of electricity and how it works. Misconceptions, myths and cultural practices also prevail, e.g. that electricity is a cause of miscarriages, or that food cooked by electricity is tasteless.

Women and men may also use different communications channels, with ownership of radios for example being 38% for women and 57% for men. Women may be reluctant to speak up and ask questions at public meetings, which they may not have time to attend either.

The limited field work carried out by the scoping mission produced a variety of responses by women on who in the household makes the decision to connect and on the location of power points:

"Better we plan together and agree on when we should put electricity in our house, because it belongs to all of us." – Namukasa Jane

"The men should be the ones to decide when to connect the house because he is the head of house so most decisions are made by him." – Aisha Namaganda

"The women are the ones who stay at home, I should decide where to put the lights and make sure that my kitchen has light." – Kampi Reginah

In some rural electrification projects, promotion messages and channels of communication have been successfully targeted separately to women and men. In Laos World Bank project, outreach materials were made gender-sensitive and targeted to both women and men, and meetings were scheduled at times and places convenient for women. In Botswana, rural electrification promotion officers planned to schedule meetings with mothers' groups, HIV/AIDS groups, social workers, farmers' groups and other groups separately following the public village kgotla meeting, to provide more opportunities for women to come forward.

Some of the differences above also have implications for information and training provided to users after connection.

4.3.2. Access and affordability

In order to access electricity, households and businesses need to pay connection costs and wiring costs as well as paying tariffs and monthly fees.⁹ For this reason, connection rates are extremely low in REA electrified areas. Nonetheless, many benefits to electricity access were found in the fieldwork in Kyenjojo:

- o The focus is on electrifying income generating activities and livelihoods, with most of the 650 connections generating an income for owners.
- o Many new businesses have opened, while others are working longer hours. Women and men tend to operate different types of businesses.
- o Lighting is the main use of electricity, then refrigerators, media/ICTs, phone charging, ironing.
- o Businesses, households and institutions save on kerosene for lighting;
- o Men save time and money traveling to grain mills;
- o The health center and school are electrified, and many churches.

One of the most important benefits for women in electrified households is probably that electricity allows them to organize their time better and to access public information:

Life has changed a lot. I can now watch news, DVD movies, songs and I can talk to my son anytime without running around looking for where to charge the phone.

- Old woman Miti Rose, Kyenjojo

Nonetheless,

- o Ferdsult has 650 connections in Kyenjojo, but estimates that it would need 2000 at current average consumption levels, in order to be profitable (36,000 vs 50,000 kWh/month);
- o Most connections are to businesses, and users' households are not electrified;
- o Only about 23% of applicants for connections are women (though this may be an underestimate, since women's businesses tend to be smaller and group together on a single connection – an illegal and potentially dangerous practice - as tenants in a male-owned property);
- o Many customers do not make full use (eg for ironing) because electricity is expensive;
- o Women still cook long hours on smoky 3-stone fires, in dark outbuildings with no electric light.

While barriers to access and affordability exist for all consumers, female headed households (38% of Ugandan households) and women-owned businesses (39% of registered businesses in Uganda) may face particular obstacles and not have equitable access to connection, since women and men face different barriers to connection due to their differing access to credit, land (collateral), and information: in Uganda women own only 7% of land and access only 9% of credit. Women have less access to information than men and may have less opportunity to access credit arrangements and subsidies, as well. For example, REA experience is that fewer women access PVTMA solar loans because of lack of collateral.

No formal credit provision is made by REA or operators, however the Ferdsult office in Kyenjojo reports that an informal one-month payment plan is sometimes offered, with women more law-abiding and likely to pay up, while men are more likely to default and have to be disconnected before paying up. Seasonality of income from crops was mentioned by some respondents in the fieldwork, as a reason why credit is needed for farmers to connect.

⁹ Different payment systems and tariffs are used by different electricity providers in Uganda. The system used in the areas visited, and planned for the Norway-REA projects, uses pre-payment cards based on tariffs, as well as minimum monthly fees.

Earmarking of subsidies to single-parent households, and gender-sensitive outreach materials and campaigns, have been successfully used in a World Bank rural electrification pilot project in Laos, to increase the connection rate from 78% to 95% overall and from 63% to 90% for female-headed households.

The pre-payment system works well for the operator because people can buy what they can afford and there are no collections problems or difficulties with non-payment of bills by social services and government offices. It also suits many users, who can make small payments as needed; it is well known that women in particular often make small daily purchases of fuel due to lack of funds.¹⁰ The disadvantage for users is that some people have to travel long distances and pay for transport costs in order to recharge pre-payment cards (eg 32 km spending 7000UGX to recharge 10000UGX). Some community groups put their cards together and send a boda-boda (motorcycle taxi) to recharge, and some women saw this as an opportunity for social mobilization in their communities. Cards may also run out at night, and sometimes people forget to turn appliances back on at some cost, eg fridge.

Furthermore, contractors reported that women may lack confidence to deal with electricity and meters, and feel that this is “men’s job”. While Ferdsult instructs both men and women on how to recharge, care must be taken not to drop the card into the meter or there can be a 50,000UGX charge to open the meter.

4.3.3. Social infrastructure, labour-saving and health issues

An important REA strategy to address women’s workload and health is the electrification of social infrastructure such as health clinics, grain mills, water pumping, and schools. An encouraging sign of changes in the gender division of labour in electrified areas is that boys or young men now tend to have the responsibility to take grain to grain mills to be processed, rather than women spending long hours in grinding. In the 2010 report by the Ministry of Finance, on progress towards the MDGs with a focus on improving maternal health, electricity was cited as a key constraint to be meeting MDG 5 on maternal health, fitting well with the REA strategy of electrification of health facilities.

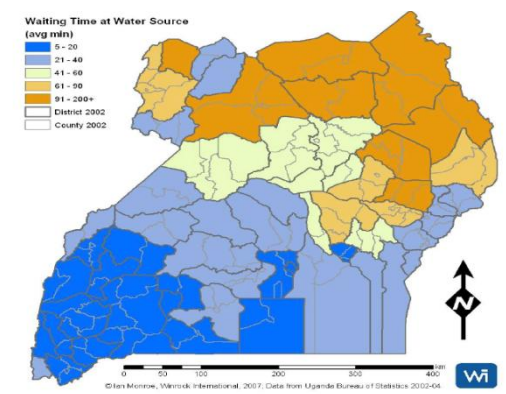
Nonetheless, at least in the two areas visited and according to key informants:

- o Even in an electrified area like Kyenjojo, in rural areas of Uganda, women still cook long hours on smoky 3-stone fires, and given the cost of electricity there appears to be little prospect of change in this. Indeed kitchens, in outbuildings, are typically not wired for electric lighting, so electricity does not even facilitate this task.
- o Poor women farmers still work from dawn to dusk on agricultural and household tasks, and health clinics report a high level of illnesses of women from overwork. Women spend long hours collecting water and grinding grain. Girls have lower enrolment in schools than boys especially in the upper grades.
- o Provision of electricity to schools, clinics, etc. does not automatically mean that these public services will be able to afford connection/wiring costs; many do not connect. Nor does it guarantee the functioning of services (an electrified but non-functioning water pump was found).
- o 24-hour service is seldom available at present; health centers appear to have back-up solar and diesel generators in place, but it is not known to what extent the lack of 24 hour service may affect the provision of safe birthing facilities generally.

¹⁰ Although it is also well known that the per-btu cost paid by the daily purchasers and the poor in general, eg for fuelwood and charcoal, is much higher than that paid by those who can afford to buy in bulk.

- o Street lighting would be a valuable social infrastructure service for women given the high rate of gender-based violence in the country (identified by the National Development Plan as a major issue: 40% of women and 11% of men have experienced sexual violence). However street lighting is not available outside of major cities.

Figure 6: Average Waiting at Water Source by District, Uganda



The relationship between the provision of electricity to social infrastructure, and resulting actual benefits, is not definite. Can opportunities be identified to improve the actual benefits of electricity provision to social infrastructure?

4.3.4. Productive uses of electricity

Productive uses of electricity such as welding, maize milling, carpentry, food processing, phone charging, tailoring, etc. provide employment and income for both women and men. They save costs in time and transport, provide value addition to agriculture, improve quality delivery, reduce cost of production, and increase product and service range. Business users have higher and more profitable loads and can help the sustainability of operations.

Small retail businesses are of particular importance for women business operators, and these may particularly benefit from night time operation. The gender constraints to promotion, access and affordability already mentioned above, apply to promotion of productive uses of electricity as well. Women-owned businesses have less access to property and land for economic activities, and less access to credit needed for business investment, including electricity connection. Women represent 39% of registered businesses but only receive 9 percent of all credit. Not only do women have less access to finance than men, but they rely more on informal sources of banking services. Women's lower literacy rates and lack of access to information are also obstacles. Women-owned and men-owned businesses using electricity will have different constraints and also varied opportunities in developing productive uses of electricity.

According to an IFC analysis of the World Bank Group's Enterprise Survey, data from Ethiopia, Ghana, Kenya, Tanzania and Zambia show that women-owned firms wait much longer for their electrical connections than do men-owned firms. Also, more women-owned firms than male-owned firms are expected to give bribes to obtain an electrical connection according to this survey.¹¹

Phone ownership and charging may offer particular opportunities for women's entrepreneurship. One study¹² of mobile phones in low and middle income countries found that a woman in Africa is 23 per cent less likely to own a phone than a man. At the same time, 41 per cent of women

¹¹ World Bank Group Enterprise Survey Data. <http://www.enterprisesurveys.org>

¹² GSMA Development Fund and Cherie Blair Foundation for Women, Women & Mobile: A Global Opportunity – A study on the mobile phone gender gap in low- and middle-income countries, 2010 http://www.cherieblairfoundation.org/uploads/pdf/women_mobile_a_global_opportunity.pdf

globally report having increased income and professional opportunities once they own a phone, particularly women in rural areas or with low incomes.

Encouragingly, the availability of electricity in some cases may have encouraged changes in gender roles, according to key informants in the field visits, with boys and young men taking responsibility for travelling to mills for grain grinding, saving women's time in grinding the grains.

4.4. Gender issues in planning, monitoring & evaluation

4.4.1. Baseline surveys

Assessment of all user needs is essential to design a rural electrification system that serves all people equitably. Public consultation builds public support for rural electrification initiatives. Separate consultation of women and men often results in practical considerations that would be overlooked without women's input. Rural electrification baseline and feasibility studies and surveys can effectively identify electricity uses, needs and constraints of households (female-headed and male-headed) and businesses (women-owned and men-owned).

4.4.2. Monitoring and evaluation

Effective monitoring and evaluation is an important management tool. Sex and other relevant disaggregation of beneficiary indicators is essential to ensure equitable distributional impacts. Gender indicators enable the assessment of progress toward greater gender equality.

5 NEXT STEPS IN GENDER MAINSTREAMING IN RURAL ELECTRIFICATION PROJECTS IN UGANDA

The main purpose of this short scoping mission was to provide, on an urgent basis, concrete possibilities for integrating gender activities in the six REA-Norway rural electrification projects, prior to the signing end July. The intention was also clear however to lay the groundwork for implementation of gender activities in different phases of the project and for a continuing process that could be applicable in other REA projects as well and that might be supported by Norway and ENERGIA. This chapter directly addresses the outputs of the ToR through:

- o first, an initial assessment of the capacity and commitment of REA and its partners to implement gender mainstreaming;
- o second, development of a gender mainstreaming matrix for enhancing gender integration in rural electrification projects in Uganda, which identifies practical activities that could be undertaken as part of the construction phase or during the operation phase of the six projects, and that could be applicable in other REA projects; and
- o third, identification of specific entry points for gender in the REA-Norway project proposal, including a gender analysis of the main project documents, as well as suggestions for the LFA indicators and the communications strategy.

5.1. Capacity and commitment of REA and its partners to implement gender mainstreaming activities in rural electrification projects

While it was not possible within this timeframe to carry out a formal capacity assessment of REA and its partners to implement gender mainstreaming activities, a number of observations were made and are included in this chapter. REA has considerable commitment and informal capacity

on gender in place. For example, financial support has been provided by REA for some members of staff to attend gender related trainings, e.g. Dr Patricia Litho attended the “4th women in leadership conference on management and leadership” by African Renaissance Centre in November 2009. She was seconded by the Executive Director and funded by the Agency.

Nonetheless, the Agency lacks a policy and systematic approach to gender mainstreaming and specific capacity building in the organization. REA workload is also an issue influencing how much gender work has been done and can be expected on integrating gender in planning and tasks, as REA is a relatively small agency with many priorities and pressures to deliver on the national rural electrification program. This will need to be taken into account in designing the way forward for future gender actions.

Stakeholders in gender and energy in Uganda have experience with gender issues and are supportive of REA efforts. The Ministry of Gender, Labour and Social Development has worked with gender issues in other infrastructure sectors, and the MEMD's PREEEP program has prepared a training manual on gender mainstreaming in renewable energy and energy efficiency. Several of REA's partners (contractors and consultants) have relevant experiences and could be a source of case studies and piloting approaches.

5.1.1. REA

- o The draft REA proposal to Norway, prior to this exercise, already demonstrated considerable commitment to gender mainstreaming by REA, as well as knowledge of gender analysis and disaggregation of some key indicators by gender.
- o The REA does not have a gender policy, a gender strategy, or a gender focal point with ToR in place
- o A new strategic framework for the period 2011-2020 that sets the stage for the achievement of “electricity for all” by 2035 is being carried out by the National Rural Electric Cooperative Association (NRECA); it is not known to what extent this work includes gender inputs.
- o Most REA staff have not had formal gender training but many are interested in this.
- o REA does not have a gender-disaggregated M&E system in place, but carries out M&E based on needs of individual projects.
- o The Communications Strategy officer in REA has gender expertise and holds a PhD in gender and ICT, although this expertise is not currently part of her ToR.
- o The Senior Economist in REA has practical experience and knowledge of gender issues, from his previous work in the micro-finance sector.
- o A number of female engineers are employed by the REA; the RE Project Development and Management Unit has 2 female engineers and 3 male engineers, for example. REA managers believe that women and men offer different strengths in employment, with women being better organized and more careful in their work, and men working longer hours and being more available for travel.
- o All managers of technical units in REA are male. However several administrative units are headed by women or have strong female participation, including the legal counsel and assistant Board secretary, the Chairperson of the contracts committee, the Head of Communications and Public Relations, and the Head of Procurement.
- o REA offers some family-friendly human resource and work policies, such as maternity and paternity leave and compassionate leave.

5.1.2. Partners

- o The Ministry of Energy and Minerals Development (MEMD) does not have a gender policy, a gender strategy, or a gender focal point with ToR in place. However a GIZ project within the MEMD, the PREEEP, does have a gender focal point and has produced a gender mainstreaming training manual. PREEEP could be a source of expertise for MEMD and REA.

- o The ambitious policy objectives and activities concerning gender stated in the Renewable Energy Policy (2007) do not appear to have been implemented, with the exception of in PREEEP to some extent.
- o The new World Bank Electricity Sector Development Project (2011) includes no gender analysis, and only mentions women as a number of consumers, based on their representation in the population.
- o Ferdsult, an operations contractor, prefers women as managers in its field offices, after positive experience with a first “role model”: 3 of 5 field managers are now women, and a rough impression is that women were employed equally as men in the field office visited. The belief is that women perform better and are more committed.
- o Capacity and interest of partners were built during the two workshops of the scoping mission, with the numbers of participants attending on very short notice indicating a high level of interest in gender issues (45 participants in the Stakeholders’ workshop, and 45 as well in the Project Implementers’ workshop, with little overlap).
- o Participants in the Gender and Energy Stakeholders Workshop indicated a desire to form a network to support REA in its gender mainstreaming work.
- o Participants in the Rural Electrification Project Implementers’ Workshop were eager to share their experiences and possible opportunities for gender mainstreaming, in frank and open discussions. Implementers could be a source for case studies for a gender training course.
- o The Ministry of Gender, Labour and Social Development (MGLSD), while it has not worked extensively on the energy sector, has a good deal of capacity and experience in gender mainstreaming and could be a source of expertise, advice and examples from other infrastructure sectors.

5.2. A gender mainstreaming matrix for enhancing gender integration in rural electrification projects in Uganda

Based on the findings of the Scoping Mission, there are many possible entry points for gender mainstreaming in rural electrification projects in Uganda. The Gender Mainstreaming Matrix in **Table 3** below suggests possible effective gender targeted activities, their rationale, key actions, and resources/examples, for enhancing gender integration in rural electrification projects in Uganda in the following four broad areas:

1. Construction:
 - o Local employment in rural electrification works with gender targets;
 - o Equitable way leaves compensation; and
 - o Gender-sensitive HIV/AIDS prevention.
2. Implementation:
 - o Promotion of rural electrification operations with gender targets;
 - o Ensure equitable access to subsidies and credit;
 - o Improved access to social infrastructure; and
 - o Promotion of productive uses of electricity.
3. Planning, monitoring and evaluation:
 - o Conducting baseline and feasibility surveys to identify electricity uses, needs and constraints of households (female-headed and male-headed) and businesses (women-owned and men-owned); and
 - o Use of gender-informed monitoring and evaluation for project design.
4. Institutional capacity:
 - o building gender and social awareness and capacity of REA and its partners.

Table 3. Gender Mainstreaming Matrix: Enhancing Gender Integration in Rural Electrification Projects in Uganda

1. CONSTRUCTION			
Effective Gender Targeted Activities	Rationale	Key Actions	Projects Using Gender-Targeted Activities – possible resources and issues
Local employment in RE works with gender targets	- Nonfarm employment has been identified as important route for rural women to rise from poverty in Uganda (Ellis, Manuel & Blackden, World Bank, 2010) - Local employment reduces risk of introduction of HIV/AIDS by migrant construction workers. - It offers opportunities for women's increased contribution to household income, decision making and increased gender equality. - Increases sustainability through local sense of ownership.	- Assess current situation, opportunities and barriers for women's participation in RE construction work. - Contract clauses for RE works with targets for local workers and women. - Skills training for women to enable their participation. - Effective communication to communities about employment opportunities targeted to women as well as men. - Possible advantage in bidding given to contractors: - with higher % women in management, technical supervisory, construction, support positions? - who have had gender training(gender awareness, gender planning, gender mainstreaming, gender impact assessment)? - who sponsor local social corporate responsibility initiatives that target the different tasks that females and males do; their needs while at work; leadership roles undertaken by women	- Community based-Rural Roads & Transport - are contracts used by Uganda National Roads Authority (UNRA) relevant? - Which construction activities can be best performed by women and which by men? - In a Norad grid construction project in Zanzibar, using quotas 12 men and 12 women participated in a surveying course, with exam results determining who would be hired; all 12 women and 2 men were eventually successful, and 5 of the women were still employed by the electricity company 15 years later (Winther, 2008). - Experiences from other countries eg Nepal national microhydro program where women are involved in construction as unskilled labourers : - for carrying the construction materials - sand, aggregate, brick - they also sieve the sand for plastering - digging trenches for the inlet - clearing the clay once the pits are dug for foundation - collect the mix - cement sand and aggregate while the actual construction is on
Equitable way leaves compensation	Way leaves compensation has targeted "owners" of property, especially land, usually male "heads of household", which may have negative impacts on women and children in the household. Yet men own	- Include women's needs and interests as well as men in communications and decisions about way leaves. - Assess the implication and impact of current way leaves compensation process on women, men and children in affected households	- Gender-sensitive resettlement projects provide for joint titling of resettlement property in wife's and husband's names - Experience in Uganda with enabling spouse to be aware of the advantages of

	93% of land in Uganda while women provide 70% of agricultural labour as workers and produce mostly food for family consumption - Women's land rights have been recognized in the Land Act and Land Acquisition Act, and spousal consent is a requirement on all matters relating to land from which the family derives sustenance (NGP, 2007) - Women working at home are impacted more by the disruptions of RE construction than men - A more participatory way leaves process can reduce complaints and unintended negative impacts.	- Consider compensation options for labour that was incurred as well as crop damage and future loss – devise means to ensure that crop owners as well as land owners get compensation - Align way leaves compensation methodology with the recognition of women's land rights in the Land Act, strengthening spousal co-operation and lessening conflict in order to enable joint signing of compensation documents as banks do for property loans	cooperating and joint signing by banks.
Gender sensitive HIV/AIDS prevention	- It is widely recognized that construction crews can facilitate the spread of HIV/AIDS, and prevention measures are required. - Fewer projects address the gendered nature of HIV/AIDS (e.g. power relations of males and females making it difficult for women to say no; greater biological susceptibility of women; male gender role expectations leading to risky behavior and gender violence).	- Public awareness campaigns using a wide range of media to reach women as well as men. - Workplace prevention programs providing male and female condoms and awareness education, including reduction of violence toward women. - Targeting at risk groups (truckers, construction workers and their wives, commercial sex workers) with education, testing, treatment and care.	- REA has an HIV component in its RE projects. Is it gender informed? What has worked/not worked well? - What is the experience in construction of water and rural roads infrastructure in Uganda?
2. IMPLEMENTATION			
Effective Gender Targeted Activities	Rationale	Key Actions	Projects Using Gender-Targeted Activities – possible resources and issues
Promotion of RE operations with gender targets	- REA has developed a communication strategy with plans for public outreach and information dissemination, promotion plans and crisis management strategies. It offers many opportunities for gender targeting and gendered information, eg in advocacy, building alliances, social mobilization, and behavioral change. - Women & men have different needs & use different communications channels and hence require targeted promotion - Women & men face different barriers to connection due to their differing access to credit, land (collateral), and information: eg	- Develop and provide promotional materials targeted to women as well as men on RE construction, connection, safety, and productive uses - Promote and inform women and men through targeted channels and informational campaigns thru local & national institutions eg religious assemblies, community gatherings, market days, NGOs - Use documentation, case studies, role models, etc to motivate and show how gender mainstreaming has contributed to effective, successful rural electrification, especially examples from Uganda. - Partnerships with capable NGOs, CBOs, and local women's organizations to mobilize participation of women as well as men and provide training & public	- Should REA prepare promotional materials, packages and guidelines and make them available to operators? - Transport sector in Uganda - Health & HIV/AIDS projects in Uganda - Telephone companies, eg MTN, Orange, Warid

	in Uganda women own only 7% of land and access only 9% of credit (World Bank, 2010) - Rural women often lack confidence to deal with electricity and meters - Capable local organizations can effectively mobilize participation of women as well as men and provide training and public awareness building at a relatively low cost. - Lighting of kitchens and areas around homes for security; reducing fires from kerosene lamps and candles; and mobile phone charging, are of especial benefit to promote for women. These could be provided by simple off-grid solutions as well as grid,	awareness - Assess current situation, opportunities and barriers for connection by female-headed households and women-owned businesses - Contract clauses for RE operations with targets for connection of female-headed households and women-owned businesses - Skills training for women to recharge pre-paid cards and carry out basic maintenance of their electricity systems and appliances - Possible advantage in bidding given to operators: - with higher % women in management, technical supervisory, maintenance, support positions? - who have had gender awareness training? - who sponsor local social corporate responsibility initiatives? - Review technology choices and promotion of alternative energy and income saving models for gender specific needs and priorities e.g. the Ready board, solar component, pre-paid metering system, etc eg consider integrating in operations, the loan of solar lighting equipment to households & businesses in areas near the grid but not yet connected, in order to meet demand and build up load	
Ensure equitable access to subsidies and connection credit	- Measures already under consideration by REA have potential to increase access by both women and men: - harmonization of tariffs and subsidies across providers - rolling connection cost into monthly payment over several years - providing subsidies for all connections after 18 months - Women have less access to information than men and may have less opportunity to access subsidies and credits	- Monitor access to subsidies and credits for connection costs by women and men - Consider earmarking subsidies for social infrastructure, especially health and water pumping - Consider earmarking subsidies and credits for connection of women-owned businesses and/or single parent households	World Bank RE project in Laos earmarked subsidies for single parent households and successfully increased connection rate
Improved access to social infrastructure	- The most critical energy needs of rural Ugandan women are cooking (biomass), labour saving of their human energy, and energy for social services - Firewood and charcoal are mainly used in rural dwellings for cooking in Uganda.	Carry out assessment of current situation, opportunities and constraints to the role of electricity in improving provision of key services linked to women's needs, such as health, education, street lighting, grain grinding, and water pumping, including potential to link with other Ministries such as Min. of Water & Environment to ensure functioning services	- Min. of Water Strategic Plan - Provision of cooking technology packages and technologies as part of grid promotion is done by ESKOM; BPC includes (imported) jiko type cookstoves and hot bags in its off-grid franchise

	Cooking using firewood leaves (mainly) women and girls prone to severe coughs and chest pains due to emissions from smoke. • Service provision depends on functioning infrastructure as well as electricity • 24hr electricity supply is critical to night-time births (most) and maternal health, a priority MDG in Uganda (UNDP 2010) • Street lighting is a key factor in security and safety of women in Uganda – the National Development Plan cites unacceptably high levels of sexual & gender-based violence (40% of women and 11% of men) • The proportion of girls in higher school grades remains low in Uganda	• Carry out an assessment of the long-term potential to address cooking needs as part of rural electrification promotion	shops (also PV lanterns and PV systems); low-cost, high efficiency electric cooking appliances have been promoted in Asia. • A lesson of past poverty reduction programs in Uganda (World Bank, 2010) is the need to strengthen links between the cross-cutting reform agenda in the poverty program and sector reforms. “In most instances, service delivery reforms cannot be done w/o appropriate measures taken across the public sector as a whole, and often these cross-cutting measures need a tailor-made application to the particular service delivery sector to be truly effective.”
Promotion of productive uses of electricity	• Productive uses such as welding, maize milling, carpentry provide employment and income for both women & men • They also save costs in time & transport, value addition in agriculture, improve quality delivery, reduce cost of production, and increase product and service range • Business users are higher and more profitable loads • Men & boys take on new gender roles & responsibilities such as travel for grain grinding with electrification • Women own 39% of registered businesses but only receive 9% of all credit	• Assess current situation, opportunities and barriers for women-owned and men-owned businesses using electricity • Assess current situation, opportunities and barriers for micro-finance institutions to provide credit for connection costs and investment in socially useful businesses such as milling machines • Promotion of productive uses for both women & men, based on the findings of the above assessments • Mobile phones (charging and using) may offer particular opportunities, since women are less likely to own a phone at present than are men • Productive uses campaigns can include community outreach staffed by women who create links with formal & informal community groups who help their members connect	• Examples of value addition from agricultural and trade sectors • MGLSD has experience with awareness raising and promoting changes in gender roles eg in cooking and household tasks • Solar Sisters in Uganda applies a “micro-consignment” model partnering w/ formal & informal women's organizations to market off-grid lighting. It combines with mobile phone charging as a women's business, and uses mobile banking & text messaging to communicate with the entrepreneurs and streamline funds.

3. PLANNING & MONITORING

Effective Gender Targeted Activities	Rationale	Key Actions	Projects Using Gender-Targeted Activities – possible resources
Conduct RE baseline and feasibility surveys to identify electricity uses, needs and constraints of households (female-headed & male headed) and businesses (women-owned & men-owned)	- Assessment of all user needs and interests is essential to design an RE system that serves all equitably. - public consultation that includes females and males of different age groups enables public support for RE initiatives - Separate consultation of women and men often results in practical considerations that would be overlooked without women's input	- Review baseline survey and feasibility study instruments for gender disaggregation, approach & content - Consult local women and men using surveys and focus groups on electricity use, needs and constraints. - Consult again to get feedback on how effectively the RE project has incorporated their suggestions. - Conduct consultations during implementation. - Involve females and males of different age groups, social-economic categories in the evaluation of the RE project.	- Participatory methods that take into consideration analysis of roles/task; gender needs assessment, focus group discussions, time tradeoffs analysis to identify how community used to be and changes experienced by females and males, are methods that have been used effectively in Uganda - See ENERGIA Handbook for gender tools for energy fieldwork and the FAO tools on Social and economic gender analysis (SEAGA).
Use of Gender Informed Monitoring and Evaluation for Project Design	- Effective monitoring and evaluation is an important management tool. - Sex and other relevant disaggregation of beneficiary indicators is essential to ensure equitable distributional impacts. - Gender indicators enable the assessment of progress toward greater gender equality.	- Sex disaggregating beneficiary impact indicators. - Developing relevant gender focused indicators to assess progress toward greater gender equality, such as: - employment in construction phase m/f - applications for connection by category m/f - kWh consumption by women-owned and male-owned businesses over time? - Night time availability of electricity in health clinics - Service provision: street lighting & water pumping functioning - Participation in community meetings & trainings m/f - Using qualitative as well as quantitative data collection methods. - Ensuring that times for interviews and discussion groups fit women's domestic and other work schedules. - Document best practices in gender-focused actions in RE to use in promotion and sensitization especially in new areas	- Many M&E guidelines for gender exist. See eg ENERGIA Practical Handbook for Gender Mainstreaming in Energy Projects - Creative ways of measurement and indicators can be learned from other Uganda experiences, such as the Technology & Agribusiness Advisory Services Project with project indicators including: - Percentage increase in average agricultural yields of participating households (by gender) - Percentage increase in agricultural income of participating households (by gender) - Proportion of men and women perceiving that their voice has been taken into account in decision making of the farmer group - Percentage of targeted beneficiaries who are satisfied with advisory services (by gender)

4. INSTITUTIONAL CAPACITY			
Effective Gender Targeted Activities	Rationale	Key Actions	Projects Using Gender-Targeted Activities – possible resources
Building gender and social awareness and capacity of REA and its partners	- REA capacity is essential to ensure sustainability of gender informed RE initiatives - REA has some expertise but lacks guiding rules and obligations within a system that is institutionalized; a gender policy, mechanisms, and processes for analyzing and addressing gender and other social dimensions of RE. - The focus tends to be on hardware –poles, power lines, and transformers—while only positive impacts on people are assumed - REA stakeholders on gender and energy have experience in gender mainstreaming that can be drawn on - Many REA implementation partners are able to engage and offer case study examples and experiences	- Develop a gender policy and vision, accompanied with a strategic plan to guide the implementation of the Gender policy - Establish social/gender positions within agency staffing, a gender focal point and gender working group in REA. - Develop a Gender Action Plan for REA - Develop together with stakeholders and implementation partners a gender capacity development program that can be offered to REA staff as well as other stakeholders and partners in rural electrification - Conduct gender awareness raising training for staff & contractors, evaluate results of training & further training needs. - Partner social/gender and engineering experts on teams to assess potential social aspects. - Assist in incorporating gender/social dimensions in monitoring and evaluation systems and procedural manuals and guidelines. - Review and revise Human Resource policy for gender aspects.	- Models of institutional actions for gender in Gender Action Plans in Botswana Power Corporation, PERACOD, KPLC - Gender & energy training resources include: ENERGIA online course and training modules - Training Manual on Gender Mainstreaming, GIZ/Government of Uganda - Promotion of Renewable Energy and Energy Efficiency Programme, January 2011
*Many thanks to <i>Making Transport Work for Women and Men: Tools for Task Teams</i>, the World Bank Social Development & Infrastructure Departments, December 2010, for the format and many of the rationales and key actions, which have been adapted here to rural electrification.			

5.3. Entry points for gender mainstreaming in the REA-Norway rural electrification projects proposal

5.3.1. Project document analysis: Gender in the draft May 2011 REA-Norway rural electrification projects proposal

The draft May 2011 REA-Norway project would entail the construction of at least 1,036 km of medium voltage line and associated low voltage distribution networks, with 5,000 connections expected within one year of completion and commissioning and 20,919 potential connections within 5-10 years, in six project areas in the north and west parts of Uganda. The project would be implemented in 4 years and cost about NOK 249.8 million. Construction and contract supervision is to be carried out by private contractors who will bid for tenders. The electricity cooperative model may also be used to manage concessions that are not attractive to the private sector. Based on the feasibility studies, about half the connections are expected to be for businesses, and half for domestic, with connections also expected to health and educational institutions.

The draft proposal plans one-time consumer subsidies for residential/household/health centres connections to be provided to 5,000 initial connections, in order to assure reasonable O&M costs of the new distribution networks. It is planned to put in place a separate subsidy strategy/criteria before commencement of the project to ensure that the process of accessing connection subsidies is transparent and predictable. It is not proposed to subsidize wiring costs, due to practical and regulatory issues, but rather to continue to engage Local Governments, through line ministries, to incorporate planning of connection, wiring, and bill payment for social service centres into their annual development plans. Ready boards, current limiters and pre-payment or other appropriate metering systems are planned as part of the connection subsidy program for consumers.

In section 5.3 on Gender Issues, in the chapter on project sustainability, the proposal recognizes women's and men's different energy needs for household use, and that women are also involved increasingly in owning and operating small and medium enterprises in rural Uganda. Some of the benefits anticipated in the REA-Norway proposal to be of particular benefit to women include:

- o Improve service delivery and provide better health services in existing health centres or even starting new clinics to provide improved services including antenatal and laboratory services; make late visits to health centre much safer;
- o Create more employment opportunities for women in areas of retail shops, saloons, bars, lodges and others including agro-processing;
- o Increase enrolment of girl child and reduce early pregnancies;
- o Improve public security. Installation of street lights will help reduce rapes, snake bites, robberies and injuries due to falls when walking in darkness;
- o Provide alternative and clean source of energy and thus save on time and labour women and girls have to spend on chores like water and grinding.

A pilot gender component was proposed in the draft proposal to more actively involve women in the design and especially the use of subsidies, to have a participatory process on which points in the village to be included. Possible negative effects on women of rural electrification including HIV/AIDS transmission are also mentioned.

The draft LFA provides for several sex-disaggregated indicators:

- o Employment;
- o Number of students; and
- o School grade average.

as well as a number of other gender-relevant indicators:

- o Price change in milled products;

- o Number of women assisted in maternity units;
- o Number of people served with safe water; and
- o Number of health facilities connected.

The NORPLAN appraisal suggested that other indicators be disaggregated by sex and/or added:

- o number of participants in meetings/workshops
- o number of staff
- o number of health staff formally qualified
- o average years in school

Public education, awareness and outreach are included in the project, and REA has developed a communications strategy which includes community and leadership meetings, sensitization workshops, radio talk shows and sport messages, exhibitions and distribution of promotional materials, to inform communities on the project and promote connections and productive uses of electricity. The communications strategy reviewed by the mission does not disaggregate target groups or strategies by gender however.

The feasibility studies for the six projects used questionnaires to identify possible market centers based on households, business and institutions in order to generate power demand projects. They did not disaggregate data collection or analysis by sex of household head or of business owner. There is no assessment of ability to deliver services, nor to connect and pay, of social infrastructure institutions.

The bidding documents give mainly technical requirements with no disaggregation or targeting by male/female; the Environmental Mitigation Plan does include an HIV/AIDS component but it is not gender-informed.

The SWECO evaluation of four SIDA phase II rural electrification projects was also reviewed for gender issues. The evaluation states that no effort was made to balance the survey by gender, given the short time frame between the project implementation and the evaluation period. However, in the household sector the respondents were gender-balanced. The 40% of commercial respondents and 16% of small industry respondents who were women were assumed to reflect an underlying gender bias in these sectors. Hence the views of women were believed to be adequately represented. The evaluation focuses mainly on perceived women's issues rather than comparing the situation of women and men in the project areas. It found that the project so far had no clear impact on the time women and girls spent on chores such as fetching water and collecting firewood, but that new employment opportunities in bars, shops, lodges and saloons were anticipated by users to benefit women. Cooking with electricity was not expected, with the possible exception of electrical water heaters. A clear expectation was found that electrification would reduce work in grain grinding and improve the quality of health services, especially antenatal and deliveries. The evaluation was not able to draw conclusions on school enrolment by gender. Overall, the impact on gender related issues was felt to be more in terms of expectations than in real experienced changes. The evaluation suggests that a thematic review look into changes in use of energy carriers in the kitchen, health statistics on changes in services, and school enrolment by sex, as well as the impact of women's access to information and women's spending as a result of rural electrification.

5.3.2. Entry points for gender mainstreaming in the draft REA-Norway rural electrification projects proposal

Based on the analysis of project documents and the findings of the Scoping Mission, **Table 4** below provides some possible entry points for gender mainstreaming in the draft May 2011 REA/Norway rural electrification proposal. These were provided by the ENERGIA team to REA management and the Norwegian Embassy at the debriefing meeting on 20 July and in writing on 26 July. *Quotations from the documents are in italics with suggested additions in bold.*

The approach presented can be summarized as:

- o The gender section in the proposal could give some examples of possible actions from the Gender Mainstreaming Matrix and provide for a) building some institutional capacity in REA and implementation partners; and b) development of a Gender Action Plan, as separate activities for Norwegian support;
- o LFA indicators can be sex-disaggregated where applicable in the proposal and a future Gender Action Plan could review and develop specific gender indicators;
- o Communications strategy can easily be engendered to target men and women separately in the text;
- o Sex-disaggregated baseline survey and monitoring are needed to provide a baseline for interventions and for measuring progress, since the feasibility studies do not gender-disaggregate;
- o A realistic plan for timing of including gender in bid documents can be developed and applied in the initial bid process and/or later bids.

Table 4: Possible entry points for strengthening gender in REA/Norway proposal (including LFA and Communications Strategy)

PROJECT PROPOSAL		
	Current text	Possible strengthening
1. Description of the sector	Key policy objectives: - To build gender balanced capacity [from National Gender Policy 2007] - To enhance development & utilization of indigenous renewable energy sources including electrification to address firewood & indoor health [from Renewable Energy Policy 2007]	-Mention the various documents that guide MEMD, so impression is not given that these policy objectives are from one MEMD document. -Another theme in the renewable energy policy, that could be added to these objectives, is stakeholder participation in planning, implementation, and monitoring of projects. -Somewhere in the proposal, the UNDP 2010 report on progress on MDGs might be mentioned: Its special theme was accelerating progress towards improving maternal health, and lack of infrastructure is cited as a major constraint: "Two inputs which are critical in the planning for emergency obstetric care are electricity and water." The emphasis in the REA proposal on social infrastructure fits well with this. -For the gender objective, the text of the NGP could be drawn on: <i>To mainstream gender in all sectors, with the long-term goal of eliminating gender inequalities.</i>
2.6 Connection subsidies	No mention of gendered access.	A point could be added here concerning monitoring of gender equity in access to subsidies. A stronger statement would include targets for access to subsidies by MHH/FHH and by women & men owned businesses.
2.7 Public education, awareness and outreach	No mention of sex-disaggregated targeting. Focus is on one-way communication, providing information, rather than on two-way consultation and building public support and ownership.	- First, sex-differentiated messages, channels of communications, and strategies could be mentioned - see language in the GM matrix. - Second, this is an opportunity for a participatory process to get feedback from consumers, both women and men, on potential problems and issues, and their suggestions on how to solve these, in order to reduce later complaints and unintended negative impacts. REA could consider a participatory process that would increase sustainability through a local sense of ownership. - Third, as proposed by REA in 2.8 for Productive uses, similarly a consultant or NGO could also be engaged to mobilize participation of both women and men and provide training and public awareness - with REA role rather of developing and providing materials and guidelines, participating as resource persons in key meetings, monitoring feedback and impacts, and improving the communications strategy. The REA Communications Strategy could be strengthened along similar lines.

2.8 Productive use of energy	No mention of sex-disaggregated targeting.	REA will engage a consultant or NGO to spearhead the promotion of productive uses of electricity in all project areas that will address local business development and financing, targeted to both women and men owned businesses. See GM matrix on Promotion of productive uses of electricity [not energy] for some possible additional language.
3. Project Results Framework	Outputs are construction of kms of line, transformers, and connections.	The Results Framework should correspond with the LFA in goal, purpose, outputs?
5.3. Gender issues	The gender section shows good knowledge of gender issues. It recognizes different energy needs of women and men, and lists a number of benefits for women specifically, while recognizing that electricity will not address women's primary energy need of cooking. A pilot gender component is proposed focusing on women's participation in design and use of subsidies as well as power points in the village.	- The proposal already points out that women and men have different roles, needs, priorities, and aspirations in the energy sector. Ugandan national energy policy recognizes women's need for cooking energy to replace biomass. Although electricity by and large does not address this need, women also have other critical energy needs, especially saving time and drudgery in their household and productive work, that electricity can play an important role in meeting. - Rather than "it is anticipated" (which would imply that impact indicators for these would be included in the project), it may be better to say: "Benefits of electricity with particular relevance to women have been observed in Uganda:[list]." - It could be mentioned here that the National Gender Policy proposes gender evaluation indicators including some that are relevant to the electricity subsector, eg: % women in decision-making by sector & level; % of population accessing public services by sex, sector & location; % of population accessing & utilizing credit schemes by sex & industry. - Some possible text: - In line with the National Gender Policy (2007) and with the assistance of the Norwegian embassy, REA has launched a process of integration of gender in its operations in July 2011. As a first step, reviews of the country context and of the project documents were carried out by consultants from ENERGIA (International Network on Gender and Sustainable Energy). Some initial field observations were made, current REA activities with gender implications were identified, and a preliminary list of possible gender-targeted activities was drawn up for consideration. Possible effective gender-targeted activities include: local employment in rural electrification works with gender targets; gender sensitive HIV/AIDS prevention; equitable wayleaves compensation.....[list as many as desired from the matrix]. Initially REA will consider how gender issues can be integrated at the construction stage. - As part of implementation of the Norwegian rural electrification projects, a separate proposal is planned to be submitted by REA to the embassy to include a) building some institutional capacity on gender including gender awareness training of REA staff and contractors; and b) further development and prioritization of a Gender Action Plan (GAP). It is hoped to develop experiences and activities in the Norway supported projects, that can be applied then in all future REA projects.

5.4 HIV/AIDS	Current text: An HIV/AIDS component drawing from the experiences from SIDA projects.	Possible strengthening: • Suggest "The HIV/AIDS component will target gender-sensitive HIV/AIDS prevention...." • The experiences of the HIV/AIDS component in the SIDA project need to be evaluated, including from gender perspective, and fed back into the design of this component.
LFA		
The REA sex-disaggregated impact indicators in the May proposal are good ones which address MDGs of primary importance to women: employment, maternal health, school enrolment, as well as access to water and prices for grain grinding. Suggestions for additions are made below, however these should be considered within the actual availability of sex-disaggregated data in the Uganda NHS, and the resources available for collection of data on eg time spent in water collection or on grain grinding. A question is why the LFA does not correspond with the Results Framework in the proposal? The consistency of the REA selected impact indicators could be compared with the development indicators in the NDP (see p72 of the NDP) .		
PROJECT DEVELOPMENT OBJECTIVES		
Intervention Logic	Reduce poverty by making electricity available to both women and men .	
Indicators	Increased household income, disaggregated by sex of household head	
IMMEDIATE PURPOSE 1		
Intervention Logic	Foster economic development of both women and men in the intervention areas	
Indicators	Disaggregated by women-owned and men-owned businesses.	
IMMEDIATE PURPOSE 2		
Indicators	If a results-based framework were used, impacts rather than only outputs would be measured: eg maternal mortality, time spent in grain grinding & travel (m/f), and time spent in water collection (m/f) . The first will be available from national survey data; the second two could be collected in the baseline survey.	
Output 2	Reduced expenditure on kerosene in household and commercial sectors, disaggregated by MHH/FHH and by women-owned and men-owned businesses.	
Activities 1.6 and 2.5	See suggestions to proposal sections 2.7 and 2.8 above, that might affect wording in these. Note that in the LFA there is no indicator for stakeholder participation, including both women and men in decision making. This could be considered under Activity 1.6.	

ANNEX 1: TERMS OF REFERENCE FOR GENDER MAINSTREAMING OF RURAL ELECTRIFICATION PROJECTS IN UGANDA INITIAL SCOPING MISSION

Background

The Norwegian Embassy in Kampala has energy and gender as two of its three main priority areas of cooperation with Uganda. The Embassy has also been selected as a priority country for Gender Mainstreaming (GM) in energy by Norad's Energy Department (ENA).

The embassy is currently financing the construction of two rural electrification projects in Uganda, and has been requested to finance another six rural electrification projects to extend the current distribution grid to unserved rural areas. The implementing partner will be the Rural Electrification Agency (REA), and the construction projects are to be undertaken by private contracting companies. REA has submitted a project proposal to the Embassy which includes important gender elements. Norad has contracted NORPLAN to do an appraisal of the project, and the appraisal pointed to the potential for elaborating further the gender component in the projects.

Norad has funds available to support external assistance to REA in further elaborating the gender component in the proposal. Norad has a framework agreement with Energia to assist in gender integration in its energy programs throughout the world. Energia already has experience in assisting other utilities and rural electrification agencies in Africa to integrate gender, including BPC in Botswana, KPLC in Kenya, and ASER in Senegal. On request from REA, Norad is making available funds to support assistance by Energia to REA.

A gender team consisting of REA-designated staff, a local gender consultant, and an international gender expert will carry out a "rapid gender and energy review" of the project document and appraisal. Energia will carry out a short desk study of the project proposal and the appraisal, as part of the frame agreement Energia has with Norad.

To further strengthen the gender component in the RE projects, REA has requested the Embassy in Kampala to provide assistance by Energia in identifying, planning and implementing concrete possibilities for integrating gender activities in the six rural electrification projects, which could be applicable in other REA projects. As a first step in this process, Energia is to carry out a scoping visit to Uganda.

Purpose of the assignment

The main purpose of the assignment is to assist REA in identifying the needs and possibilities for gender mainstreaming within the planned rural electrification projects to be funded by Norway, as a first step towards a possible integration of GM in these and eventually all REA projects.

The Energia-team shall focus on how gender can be mainstreamed in the specific rural electrification projects by identifying practical activities that could be undertaken as part of the construction phase or during the operation phase of the projects.

Energia will during a ten day scoping mission meet with the key stakeholder institutions and identify GM issues in the RE projects.

Specific tasks to be performed

Tasks to be performed in *preparation and implementation* of the scoping mission

- Briefly review the country gender and energy context, as relevant to rural electrification, map the work that has already been done on GM in RE projects in the country, and identify key gender issues in the subsector;
- Review background material (project document , feasibility studies etc) and identify key issues to discuss with stakeholders;
- Together with the REA and the embassy, identify stakeholders, establish contact, explain the purpose of the initiative and gather information;
- Provide experience from other countries on major GM issues in rural electrification –during both construction and operation – and practical gender activities taken by rural electrification projects in Uganda and in other countries
- Facilitate REA to identify past best practices, challenges, and specific GM opportunities in the planned rural electrification projects
- Assess the stakeholders commitment and capacity to implement proposed GM activities;
- Facilitate REA staff workshop for the gender team to present findings and assessments,
- Develop a gender mainstreaming matrix and action plan for Agency to pilot GM in six projects, which can be applicable to other REA projects, in close consultation with REA staff
- Present to REA and embassy findings, assessments and recommendations

In performing the above tasks, the Energia will coordinate and cooperate with the Embassy's energy counsellor and REA focal point to exchange views and information.

Tasks to be performed after the scoping mission: *reporting*.

Prepare a Scoping Report that shall include the elements given in the following;

- Provide an inception report on the task
- Findings and assessments of major gender issues in the RE projects
- Present specific GM activities for implementation in the RE projects
- Develop a gender mainstreaming matrix and specific action plan for REA to pilot GM in six projects, which can be applicable to other REA projects
- Assess partner institutions' commitment and capacity to implement GM activities

Work Schedule

The scoping mission shall take place July 10-21, 2011 in Kampala. The Embassy and REA shall assist Energia during their mission in Kampala and facilitate meetings between Energia and stakeholders. The team shall have a debriefing meeting with the Embassy and REA before completion and submission of the draft Scoping Report.

Expected Outputs

Energia will submit:

- a. A draft Scoping Report to REA and the Embassy for comments. Upon receiving input to the report a final report shall be distributed to all stakeholders.
- b. Gender mainstreaming matrix for the six projects
- c. Specific action plan for REA to carry out gender mainstreaming in the six projects and applicable to other REA projects

Key resource persons from ENERGIA, the Embassy and REA

- Ms Sheila Oparaocha (ETC/ENERGIA Programme Coordinator)
- Ms Elizabeth Cecelski, (Energia, International Gender and Rural Electrification Expert)
- Ms Elizabeth Aisu, (Energia, Local Consultant on Gender & Rural Electrification)
- Dr May Sengendo (Energia, Resource Person on Gender and Energy, East Africa Energy Technology Development Network Uganda (EAETDN) - the National Focal Point Uganda Gender and Energy Network Uganda.
- Ms Kari Trædal Thorsen (Norad ENA, Gender Adviser)
- Mr Geir Hermansen (Norad ENA, Energy Adviser)
- Katrin Lervik (Embassy Kampala, Energy Counsellor)
- Kamilla Kolshus (Embassy Kampala, Gender Adviser)
- Godfrey Werhike (REA, Manager Project Dev't. & Management)
- Medard Muganzi (REA, Economist)
- Dr. Patricia Litho (REA, Public Relations Officer)
- Joan Mutibwa (REA, Senior Project Engineer)

Budget

See attached budget.

ANNEX 2: FINAL PROGRAM OF THE SCOPING MISSION, 11TH TO 21ST JULY 2011

**Rural Electrification Agency (REA)
ENERGIA Scoping Mission
Gender Mainstreaming Mission in Rural Electrification projects in Uganda
11th to 21st July 2011**

Date	Time	Institution/Area to visit	Issues	Actors
11/07/2011 Monday	Morning: 8.00am -9.00am	REA management and staff	Objectives of the REA in GM, and Scoping Mission Inception Report	- Eng Godfrey Turyahikayo - Eng Godfrey Werikhe - Dr Litho Patricia - Other REA staff
	9.00am-1.00pm	Meeting of the Gender team (REA staff and Gender Experts)	- Introduction to gender mainstreaming in energy/electricity projects - Introduction to the REA and rural electrification projects in Uganda - Review & finalization of the inception report (programme, REA gender team, outputs) - Scheduling & logistical arrangements	Gender Team - Eng Godfrey Werikhe - Dr Patricia Litho - Eng Deborah Nantume - Ms Cynthia Komukama - Mr Medard Muganzi
	1.00pm – 2.30pm	Meeting with staff of the Norwegian Embassy	Exchange of information	- Kamilla H. Kolshus - Katrin C. Lervik
	Afternoon 2.30pm- 5.00pm	REA	Group and individual interviews with REA staff	Gender team - Eng Godfrey Werikhe, Mr. Benon Berna - Dr. Patricia Litho - Mr. Medard Muganzi
12/07/2011 Tuesday	Morning 9.00am -12.00 noon	Ministry of Energy and Minerals Development (MEMD)	- Introduction to the GM activity in REA - Consultation with MEMD on their policy & project interventions related to gender/women: experiences, challenges, plans, possible entry points, examples of innovative practices	- Acting Commissioner Renewable Energy Mr. Godfrey Ndaula - GIZ PREEEP Project Manager - Mr. David Otheino
	Afternoon 2.30pm-4.30pm		- Introduction to the GM activity in REA - Consultation on their policy & project interventions related to gender/women in energy/electricity: experiences, MGLSD challenges, plans, possible entry points, examples of innovative practices	MGLSD Principal Gender Officer (Mr. Mubarak Mabuya)

Date	Time	Institution/Area to visit	Issues	Actors
Wednesday 13 th July 2011	9.00am-5.30pm	Preparations for Gender & Energy stakeholders meeting	Power point presentations	GM team
14/07/2011 Thursday	Morning 9.00am-1.30	Gender & Energy Stakeholders' Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda, Imperial Royale Hotel	- Introduction by REA and Norwegian Embassy - Purpose of the scoping mission - Gender & energy/electricity situation in Uganda - The REA project and the GM activity - ENERGIA experience from other energy projects in Africa & Asia - Working groups to provide stakeholders input on: - Experiences/resources - Possible gender activities in rural electrification projects - Possible areas for collaboration with REA by stakeholders	- REA - Gender & Energy Alliance [ENERGIA network in Uganda] - Private sector with experience in GM in energy - East African Energy Network-Uganda - MGLSD, MFEPD, MEMD, GIZ PREEP - School of Women & Gender Studies MUK - Norwegian Embassy
	Afternoon	Preparation for fieldwork	Preparation of possible interview guides	GM team
15/07/2011 Friday	Morning	Travel to Kyenjojo	Introduction to gender mainstreaming to Mr. Daniel Kisiira of REA	- Patricia Litho - Daniel Kisiira - Katrin Lervik - GM Team
	Afternoon	Fieldwork meetings in Kyenjojo	- Some gender issues in rural electrification projects: - Sexual division of labour - Access and control - Participation - Needs & priorities	- Ferdsult Area Manager - M/s. Janet Eron Nantume & staff - Households and women and men-owned businesses, schools, health clinic
16/07/2011 Saturday	Morning	Travel to Kiganda/Mubende	- Discussion and introduction to the GM activity with Ferdsult contractors - Concerns of non female employment in construction activities	Ferdsult Power line Engineer, Supervisor and Contractors,
	Afternoon	Meetings and return to Kampala	- participation and decision making - benefits from electricity - access and control - challenges of RE	- Community members potential users at Kagukube Trading Center - and Myanzi Village

Date	Time	Institution/Area to visit	Issues	Actors
17/07/2011 Sunday	Morning & Afternoon	Fieldwork report writing	Draft field report	
18/07/2011 Monday	Morning Afternoon	Report writing and Preparation for the Tuesday workshop	- Draft field report - Power point presentations	GM Team/REA
19/07/2011 Tuesday	8.30 am-4.30pm	Rural Electrification Project Implementers' Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda, Imperial Royale Hotel	- Introduction by REA - Purpose & context of the scoping mission - Gender & energy situation in Uganda desk review - Gender issues in RE, Fieldwork report - Plenary Discussion, surprises and gaps - Experience from other energy projects in Africa & Asia - Buzz groups: Possible entry points for gender mainstreaming in RE - Buzz groups presentations	45 participants: - Gender Team - Other REA staff - Contractors - Consultants - Implementers
			Gender in the REA/Norway project documents and gender mainstreaming matrix summarizing possible actions	GM team/REA Working Group
20/07/2011 Wednesday	9.00am – 1.00pm	Preparation for the debriefing report		GM team/REA Working Group
	2.00pm	Debriefing meeting		- REA and Norwegian Embassy - Gender Team/REA Working Group
21 July – 5 th August		Preparation of final draft report		GM team

ANNEX 3: LIST OF PERSONS MET*

***FOR STAKEHOLDERS WORKSHOP 14 JULY AND IMPLEMENTERS' WORKSHOP 19 JULY, SEE ANNEXES 5 AND 7 FOR LISTS OF PARTICIPANTS; FOR COMMUNITY MEETINGS, SEE ANNEX 6**

No.	Name	Organization and position	Telephone no. and e-mail
Date: 11/7/2011			
1.	Mr. Godfrey Turyahikayo	REA Executive Director	gturyahikayo@rea.or.ug
2.	Mr. Godfrey Werikhe	REA, Manager, Project Development & Management	0772419552 gwerikhe@rea.or.ug
3.	Dr. Litho Patricia	REA Public Relation Officer	0772421762 plitho@rea.or.ug
4.	Mr. Medard Muganzi	REA, Economist	0772860514 mmuganzi@rea.or.ug
5.	Mr. Bena Benon	REA, Manager Project Planning	bbena@rea.or.ug
7.	M/s. Katrin Lervik	Embassy of Norway Energy Counselor	0772711710 kcle@mfa.no
8.	M/s. Kamilla H. Kolshus	Embassy of Norway First Secretary (Gender Focal Point)	0772744203 khk@mfa.no
Date: 12/7/2011			
9.	Mr. Godfrey Ndaula	MEMD Assistant Commissioner Renewable Energy	0772439144 ndaula@energy.go.ug
10.	Mr. Mubarak Mabuya	MGLSD Principal Gender Officer	0772381869 dmbaraq@yahoo.com
11.	Mr. David Othieno	GIZ Deputy Programme Director	0772746385 David.Otieno@gtz.de
Date: 15/7/2011			
12.	M/s. Nantume Eron Janet	FERDSULT Area Manager Kyenjojo/Kibale	0772458218 nantume@ferdsult.net
13.	M/s. Solome Ainomujuni	FERDSULT Technician	
14.	Mr. Godfrey Rusoke	FERDSULT Technician	
15.	Mr. William Arituhe	FERDSULT Technician	
16.	M/s. Irene Twesigwe	FERDSULT Cashier	
17.	M/s. Nyakato Dinah	Retail Shop Owner	
18.	M/s. Kunihiro Mary	Clinical officer owner of St Mary Clinic	
19.	Mr. Mutabazi John	Kyenjojo Secondary School Director of Studies	
20.	Mr. Baguma	Shop owner	
21.	Mr. Busingye	Pharmacy owner	
22.	Mr. Ndaula Abudul	Telephone shop operator	
23.	Mr. Rugumayo Manyindo	Mobile money operator	0392821471
Date: 16/7/2011			
24.	Mr. Sabiiti	FERDSULT Foreman	
25.	Mr. Mugisha	FERDSULT Supervisor	
26.	Mr. Paul Nyanzi	Chairman LC 111 Myanzi Sub-county	
27.	M/s. Nabawanuka Sarah	Ag. Sub-county Chief Myanzi	0782262658
28.	Mr. Ronald Jagwe	Councilor Mityana District	

ANNEX 4: LIST OF DOCUMENTS CONSULTED

A. REA and Norway project-related documents

Rural Electrification Agency, Ministry Energy & Mineral Development, *Project Proposal, Application for funding from the Royal Kingdom of Norway*, Revised May 2011, including *Annex 2 Logical Framework Analysis for the Project*.

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REA, *Feasibility Studies for Rural Electrification Grid Extension Projects in: 1. Lira-Kotido, Gulu-Moyo-Adjumani, Parak Mission-Awere 2. Mubende-Kyenjojo, Kabale-Kisoro, Rakai-Lyantonde-Lwemiyaga*, August 2010.

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B. Other resource documents

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Cecelski, Elizabeth and Soma Dutta, (2011) on behalf of ENERGIA International Network on Gender & Sustainable Energy, *Gender Mainstreaming in Energy Projects: A Practical Handbook*, ENERGIA/ETC Foundation, Leusden, The Netherlands, Draft .

Ellis, Amanda, Claire Manuel, and C. Mark Blackden, (2010) *Gender and Economic Growth in Uganda: Unleashing the Power of Women*, The World Bank, Washington, DC.

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Nabbumba Nayenga Rosetti (2008) Gender dynamics in agriculture in Uganda: What are the key policy considerations?

Pandey, Bikash, Prem Sagar Subedi, May Sengendo, and Ian Monroe, *Report on the Feasibility for a National Household Biogas Commercialization Program in Uganda*, Final Draft Report, Biogas for Better Life: An African Initiative, Prepared for the Dutch Ministry of Foreign Affairs, Winrock International, May 29, 2007.

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Sengendo May (2009) Uganda Photovoltaic Pilot Project in Generating Opportunities: Case studies on Energy and women.

Winther, Tanja, "Empowering women through electrification: experiences from rural Zanzibar," *ENERGIA News* vol. 11 nr 1 (2008).

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World Bank Uganda Country Office, "Indoor Air Pollution, Health, Energy and the Environment in Uganda: The Poverty-Health-Gender-Environment Nexus," Fact Sheet No. 1, December 2005.

C. Presentations at Scoping Mission Workshops and Meetings (see Annex 8 for ppts)

“ENERGIA Scoping Mission: Gender Mainstreaming in REA Rural Electrification Projects,” ppt presentation at *Gender and Energy Stakeholders’ Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda, Thursday, 14th July 2011, Imperial Royal Hotel, Kampala.*

“Context: Gender and Energy in Uganda”, ppt presentation at *Rural Electrification Project Implementers’ Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda, Thursday, 19th July 2011, Imperial Royal Hotel, Kampala.*

“Fieldwork in Kyenjojo and Myanzi-Kiganda,” ppt presentation at *Rural Electrification Project Implementers’ Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda, Thursday, 19th July 2011, Imperial Royal Hotel, Kampala.*

Eng. Godfrey Werikhe, “Gender mainstreaming in the Rural Electrification process: best practices, challenges and opportunities”, ppt presentation at *Gender and Energy Stakeholders’ Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda, Thursday, 14th July 2011 Imperial Royal Hotel, Kampala.*

“Gender in the REA/Norway proposal and possible entry points,” Debriefing meeting, Gender Mainstreaming in REA Rural Electrification Projects, 19 July 2011.

“ENERGIA-assisted experiences in gender mainstreaming in rural electrification projects in Asia and Africa,” ppt presentation, *Rural Electrification Project Implementers’ Workshop on Gender Mainstreaming in Rural Electrification Projects in Uganda, Thursday, 19th July 2011, Imperial Royal Hotel, Kampala.*

Attached separately:

ANNEX 5: REPORT OF GENDER & ENERGY STAKEHOLDERS' WORKSHOP ON GENDER MAINSTREAMING IN RURAL ELECTRIFICATION PROJECTS IN UGANDA, 13 JULY 2011

ANNEX 6: REPORT OF RURAL ELECTRIFICATION PROJECT IMPLEMENTERS' WORKSHOP ON GENDER MAINSTREAMING IN RURAL ELECTRIFICATION PROJECTS IN UGANDA, 19 JULY 2011

ANNEX 7: FIELDWORK NOTES

ANNEX 8: WORKSHOP AND MEETING PRESENTATIONS