

# Mainstreaming Gender in the Energy Sector Training Manual

Developed by:

Ministry of Energy Mozambique, Embassy of Norway in Mozambique, Norad  
and ENERGIA International Network on Gender and Sustainable Energy



This training manual has been developed as part of the cooperation between the Royal Norwegian Embassy in Maputo and the Ministry of Energy of Mozambique, under the programme "Gender Mainstreaming in the Energy Sector in Mozambique".



REPÚBLICA DE MOÇAMBIQUE  
MINISTÉRIO DA ENERGIA



## Preface

Energy is a basic need and a component of all productive processes. It is essential for development. Improved energy sources can improve levels of welfare, increase standards of living, and liberate people from darkness and isolation. The UN estimates that as of 2012 there are 1.4 billion people around the world that lack access to electricity, some 85% of them in rural areas, while 2.7 billion people use traditional forms of biomass fuels for heat and light and their own metabolic energy for mechanical tasks. In many places, woody biomass is hard to find and people switch to using poor quality biomass.

There have been many programmes and projects set up to try to change this situation and to introduce improved energy technology – in particular, to introduce renewable energy technologies, such as photovoltaic systems, and technologies which conserve fuel, such as efficient wood stoves. Other approaches have tried to increase biomass supplies, such as fuelwood lots. By no means have all of these programmes and projects been successful, and one of the contributing reasons is that they have mostly been planned with scant regard for gender aspects of the energy problem nor have they been implemented in a gender sensitive way, in other words there has been a lack of gender mainstreaming in energy policies of energy sector organisations. This manual is designed to support training of planners and programme managers in energy ministries, utilities and private sector companies involved in energy infrastructure project to increase their capacity to bring gender aspects of energy into the planning cycle. There is also a need to encourage gender specialists to increase their involvement in the energy sector. The manual is written in a way that does not require a technical knowledge of energy nor social science.

Three major target groups are envisaged:

- energy planners and project managers whose background is in technology but who recognize the need to address gender issues in their work and want to know how to do this
- general development planners, and particularly gender specialists, who recognize that energy may be a basic component of development, but who are not sure how to integrate this with other aspects of their work
- Gender Focal Points – increasingly organisations are appointing individuals to take responsibility for mainstreaming gender in their organisation and this manual gives ideas on how a focal point can achieve their goals.

The level of training assumes that trainees already have a professional education and some experience in the energy sector at the national level. Ideally training should be carried out by two trainers, one with a strong background in gender and the other with a good knowledge of energy technology for development. In our experience gender balance in the team helps to overcome the notion that “gender” means “women”.

The manual was developed as part of the Norad programme on gender and energy, initially for use in Mozambique and Liberia. We are pleased to say that the manual has been translated into Portuguese which we believe to be the first time that training material on gender and energy has appeared in Portuguese.

The manual is intended to provide materials for a course, but the length of the course will depend on how it is arranged. To deliver all the material in a single integrated course takes four or five days. However, it is not necessary to present all the units together. The units can be given in full-day or half-day sessions spread out over several weeks. This approach has an advantage when the participants are from the public sector and their release for several consecutive days is problematic

due to work demands requiring attention in the office which can result in them missing components. It also allows time for participants to absorb many new ideas and formulate questions in response.

The training manual is written from the perspective of public and private energy sector organisations mainstreaming gender in energy policy which makes it rather unique since most gender training material tends to be written from the perspective of gender mainstreaming in energy projects. The manual is based on training material originally developed by Energia, including the Gender Face of Energy, Mainstreaming Gender in Energy Projects: A Practical Handbook and the ENERGIA Handbook for a Gender Audit of Draft National Energy Policy for Lesotho<sup>1</sup> as well as the Gender in Energy Training Pack prepared by the University of Twente. The manual does not use standard gender analysis tools, such as the Harvard Matrix, because based on experience these have not been very useful in the context of energy. Instead, Margaret Skutsch and Joy Clancy (University of Twente, The Netherlands) developed a set of tools specially to help the planner work through gender aspects of energy problems in a systematic manner.

The lead author of the training material is Joy Clancy who is a Senior Technical Advisor to Energia. She was ably assisted by Dorothy Lele, Rose Mensah, Chandi Mutubuki-Makuyana, and Gilda Moljane. The review by Elizabeth Cecelski, Senior Technical Advisor to Energia, is much appreciated. The participants in the training courses in Mozambique and Liberia are acknowledged for allowing taking part in testing the materials. Thanks are also due to Sheila Oparaocha, Energia's coordinator, who skilfully moved the process along. Last, but certainly by no means least, thanks are due to Kari Thorsen and the Gender Team at Norad for enthusiastically supporting the development of the training material.

Joy Clancy  
August 2012

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<sup>1</sup> These publications are all to be found on the ENERGIA website: [www.energia.org](http://www.energia.org)

## GENDER GLOSSARY

- Affirmative Action:** Is a practical measure taken to increase the diversity of an organization through human resources initiatives such as quotas for hiring women, minority groups, and people with disabilities. Affirmative (sometimes called positive) action aims to correct existing inequalities.
- Empowerment:** Is the process through which people take control and action in order to overcome obstacles of structural inequality which have previously put them in a disadvantaged position.
- Gender:** Sex refers to the biological differences between male and female bodies. Gender, on the other hand, refers to the socially-constructed attitudes, values, roles and responsibilities of women and men, in a given culture and location. These attitudes, values and roles are influenced by perceptions and expectations arising from cultural, political, economic, social and religious factors, as well as from custom, law, class, ethnicity and individual or institutional bias. Gender attitudes and behaviours are learnt and change over time.
- Gender analysis** Is the close examination of a problem or situation in order to identify to differences in the gender roles, activities, needs, and available opportunities of men and women. Gender analysis of a development programme involves identifying the gender issues within the problem which is being addressed and in the obstacles to progress, so that these issues can be addressed in all aspects of the programme - in project objectives, in the choice of intervention strategy and in the methods of programme implementation.
- Gender awareness:** Is an understanding that there are socially determined differences between women and men based on learnt behaviour which affect their ability to take decisions and action, and to access and control resources. This awareness needs to be applied through gender analysis in projects, programmes and policies.
- Gender-aware policy:** A policy which takes into account the social relationships of women and men as well as the differences in their needs, as opposed to a policy that is gender-neutral and implicitly assumes that women and men have the same needs.
- Gender blindness:** Is the failure to recognise that the needs of men and women are different. A gender-blind approach assumes that gender is not an influencing factor in projects, programmes or policies.
- Gender Development Index (GDI):** The Gender Development Index (GDI) is a gender-sensitive adjustment to the HDI. It uses the same variables as the HDI. The difference is that the GDI adjusts the average achievement of each country in life expectancy, educational attainment and income in accordance with the disparity in achievement between women and men. Like the HDI, the values for GDI range between 0 and 1, with 1 indicating the highest attainable levels of gender-adjusted well-being.
- Gender discrimination:** Refers to giving differential treatment to individuals on the grounds of their gender. In many societies, this involves systemic and structural discrimination against women in the distribution of income, access to resources and participation in decision-making.
- Gender division of labour:** Is an overall societal pattern where women are allotted one set of gender roles and men another. An unequal gender division of labour refers to a division of labour in which there is an unequal gender division of reward. Discrimination against women in this sense occurs when women get most of the burden of labour, and most of the unpaid labour, but men collect most of the income and rewards resulting from labour. In many countries, the most obvious pattern in the gender division of labour is that women are mostly confined to unpaid domestic work and unpaid food production, whereas men dominate in cash crop production and waged employment.

<b>The Gender Empowerment Measure (GEM):</b>	<p>The GEM is meant to measure the relative power of women and men in political and economic life. The three variables which make up the index are:</p> <ul style="list-style-type: none"> <li>• women's and men's percentage share of administrative and managerial positions;</li> <li>• women's and men's percentage share of professional and technical jobs; and</li> <li>• women's and men's percentage share of parliamentary seats.</li> </ul> <p>As with the other two measures, the value for the GEM varies between 0 and 1. Values nearer 1 indicate higher levels of women's empowerment while values nearer 0 indicate lower levels</p>
<b>Gender equality:</b>	<p>Means that there is no discrimination on grounds of a person's sex in the allocation of resources or benefits, or in the access to services. Equality exists when both men and women are attributed equal social value, equal rights and equal responsibilities, and have equal access to the means (resources, opportunities) to exercise them. Gender equality may be measured in terms of whether there is equality of opportunity, or equality of results.</p>
<b>Gender equity:</b>	<p>Means fairness and justice in the distribution of benefits and responsibilities. Gender equity is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent men and women from otherwise operating on a level playing field. Equity leads to equality.</p>
<b>Gender gap:</b>	<p>A gender gap is an observable and sometimes measurable gap between men and women in terms of socioeconomic indicators, such as ownership of land, attendance at school or participation in the labour force, which is understood to be unjust and provides evidence of a gender issue to be addressed.</p>
<b>Gender indicators:</b>	<p>Are measures of people's situation in society that can show gender differences. Identifying social, labour, educational and economic reality from a gender perspective requires analysing these indicators, making it possible to compare data for both sexes and identify differences that can lead to stereotypes.</p>
<b>Gender issues:</b>	<p>Arise where an instance of gender inequality is recognised as undesirable or unjust.</p>
<b>Gender mainstreaming:</b>	<p>Is the systematic process of ensuring that women and men have equal access and control over resources, development benefits and decision-making at all stages of the development process through ensuring that the respective needs, interests and priorities of women and men are integrated into in all policies, programmes and projects. It requires:</p> <ol style="list-style-type: none"> <li>a. Continuous assessment of the implications and effects of energy-related projects and policies on women and men.</li> <li>b. Designing and implementing strategies and actions that aim to better address the needs of women and men, improve their well-being, and facilitate their participation in the development process.</li> <li>c. A mechanism for ensuring this is done and for reporting to managers.</li> </ol>
<b>Gender neutral and gender blind:</b>	<p>Gender-neutral policies are not specifically aimed at either men or women and are assumed to affect both sexes equally. However, they may actually be gender-blind.</p> <p>Gender-blindness means ignoring the different roles, responsibilities, capabilities, needs and priorities of women and men. Gender-blind policies are based on information derived from men's activities and/or assume those affected by the policy have the same (male) needs and interests.</p>
<b>Gender relations:</b>	<p>The social relationships and power distribution between men and women in both the private (personal) and public spheres.</p>

- Gender roles:** Gender roles are sets of behaviour assigned to men and women respectively, according to their cultural norms and traditions that determine which activities, tasks and responsibilities are perceived as male and which female. Gender roles are affected by age, class, race, ethnicity and religion, and by the geographical, economic and political environment. These roles shape identity, determining how we are perceived by others, how we are expected to think and act as women and men. Changes in gender roles often occur in response to changing economic, natural or political circumstances, including development efforts.
- Gender role stereotyping:** Is the constant portrayal, such as in the media or in books, of women and men occupying social roles according to the traditional gender division of labour in a particular society. Such gender role stereotyping works to support and reinforce the traditional gender division of labour by portraying it as “normal” and “natural”.
- Gender sensitivity:** Gender sensitivity is the ability to recognise gender issues and the different perceptions and interests of women and men arising from their different social locations and different gender roles. Gender sensitivity is often used to mean the same as gender awareness, although gender awareness can also mean the extra ability to recognise gender issues which remain “hidden” from those with a more conventional point of view.
- Patriarchy:** Patriarchy is the male domination of ownership and control, at all levels in society, which maintains and operates the prevailing system of property rights and the gender division of labour. This system of control is justified in terms of patriarchal ideology - a system of ideas based on a belief in male superiority, and sometimes the claim that the gender division of labour is based on biology or on religious texts.
- Practical needs:** Practical needs refer to what women (or men) perceive as immediate necessities, such as water, shelter and food. Interventions addressing practical needs aim at improving women’s lives, but do not challenge the accustomed tasks and role of women in the household or in society, or their gender relations. That is to say, they do not upset the traditional balance of power and authority between men and women. Women’s practical needs are primarily related to their reproductive functions, activities that keep the household running and ensuring their family’s daily survival. Examples of energy services to meet practical needs are household lights, improved cooking stoves for household use, improved supply of fuel wood for household use etc.
- Productive needs:** Productive needs are those that if resolved, allow women to produce more and better products usually for income gain while improvements in efficiency, cleaner energy forms and new technologies can also lead to a reduction in drudgery and free time for relaxation and recuperation. Some researchers claim that a woman’s status within the household improves when she contributes to the household income, although others dispute this claim since the outcome depends on the context. Examples of energy services to meet productive needs are power supplies which facilitate the use of food drying installations, sewing-machines etc; knowledge concerning manufacturing and selling of cooking stoves etc.
- Quota system** Reserving a given number of participation spaces so that various groups can share social, political and economic activities. Positive or affirmative action implies establishing percentages for female membership, for example, so as to foster their presence in particular activities.
- Sex:** Refers to the biological differences between women and men. These are generally permanent and universal.

**Sex-disaggregated data:** For a gender analysis, all data should be separated by sex in order to allow differences between women and men in needs, priorities, action and results to be identified.

**Sex roles:** Refer to an occupation or biological function for which a necessary qualification is to belong to one particular sex category. For example, pregnancy is a female sex role because only members of the female sex can bear children.

**Strategic interests:** Women's strategic interests are those related to women changing their position in society, gaining more equality with men and empowerment in all its senses. Interventions addressing strategic gender interests focus on fundamental issues related to women's (or, less often, men's) subordination and gender inequities. Strategic gender interests are long-term, usually not material, and are often related to structural changes in society regarding women's status and equity. They include legislation for equal rights, reproductive choice, and increased participation in decision-making. Examples of energy services which meet women's strategic interests are street lights which enable women to participate in the village council, radio and T.V. increasing women's knowledge. However, energy services alone may not be sufficient to change gender interests and so may require other inputs for these interests to be realised, for example, societal attitudes may need to change before some women will go out after dark; women can only go to evening classes if they are available.

**Structural Gender inequality:** Is a system of gender discrimination practiced in public or social institutions. Structural gender inequality is more entrenched if it is maintained by administrative rules and laws, rather than by only custom and tradition.

## ENERGY GLOSSARY

- Biomass fuel:** Any organic material of plant or animal origin such as wood, agricultural residues and dung, used as a fuel.
- Energy:** For the purposes of this paper, energy is taken to include fuels such as petroleum products (kerosene, petrol, diesel), biomass (firewood, charcoal, agricultural wastes, dung), power (electricity), which can be from a number of sources (fossil fuel based or renewable), and animate forms of energy, particularly human metabolic energy. Food energy is not included.
- Energy carrier:** The form in which energy is delivered to the end user, for example, fuels (biomass and fossil fuels), batteries and electricity (grid). The end-user has to make an additional transformation of the energy into a useful form, for example, switching the radio on which converts electricity into sound.
- Energy efficiency:** The ratio of output energy to input energy gives a measure of the conversion efficiency of a particular piece of equipment. The ratio varies and can never be 100%. Engineering design aims to maximise the conversion efficiency.
- Energy poverty:** Absence of sufficient choice in accessing adequate, affordable, reliable, clean, high-quality, safe and benign energy services to support economic and human development.
- Energy services:** There is no standard definition of energy services. The desired and useful products, processes or services that result from the use of energy; for example, illumination, comfortable indoor climate, refrigerated storage, transportation, appropriate heat for cooking.
- Energy technologies:** The hardware, or end-use device, that converts an energy carrier into a form of energy useful for the end-user to provide the desired energy service.
- Metabolic energy:** Human energy, derived from the food we eat: an important energy source for completing many tasks but one that is usually ignored in energy planning.

### Adapted from:

UNDP (2007), Gender Mainstreaming in Practice: A Handbook

Clancy J.S., Skutsch, M and Batchelor S (2003), The gender - energy- poverty nexus: Finding the energy to address gender concerns in development”, DFID Project CNTR998521. <http://doc.utwente.nl/59061/>

## NOTE ON TERMINOLOGY

The ministry responsible for energy supply and use varies from country to country. Sometimes it is a ministry devoted only to energy, sometimes it is combined with other resources, such as minerals, and sometimes in countries with substantial fossil fuel reserves there is a separate ministry dedicated to the up-stream exploitation of these resources. More recently specialised agencies, for example, dedicated to rural energy or electrification, have begun to appear. In this manual we use the generic term 'Ministry of Energy (MoE)' to cover all these eventualities. It is important to remember that those countries with separate Ministries of Petroleum and Coal also have gender issues and that they are included in the generic term 'Ministry of Energy'.

The responsibility for biomass is complicated since its conversion and use as a fuel would be with the Ministry of Energy while the responsibility for its production could lie elsewhere, for example the Ministry of Agriculture or Department of Forestry. Therefore when addressing gender issues related to producing this energy source could require cooperation with other agencies which is implicit in this manual.

Similarly the responsibility for gender equality and women's rights is held by ministries with a variety of names. We use the generic term 'Ministry of Gender' to cover all eventualities.



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## **PARTICIPANTS INTRODUCE THEMSELVES**

*Tjarda*

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Shouldn't be this part of the trainers' manual?

### **Objectives**

- Create a conducive environment
- Recognise participants' expectations
- Identify participants' ideas and perceptions about gender

1. The trainer organises the participants into pairs.
2. Each pair should exchange with each other any information about themselves as a person that they think relevant (for example your name, age, educational background, special interests (hobbies).
3. Then they should ask each other the following questions:
  - How would you describe the work that you do?
  - What are the main reasons for your applying for this workshop?
  - What do you expect to learn during this workshop?
  - How will the knowledge you will acquire be useful in your work?
  - In what aspects of your work do you think it might be of relevance?

(Note each person's answers to these questions on the cards provided.)

4. Both should honestly answer the following question:  
"What did you always want to do, but could not do because you are a man/woman?" ("Secret wish question")
5. After 20 minutes participants present a short portrait of their partner and reveal his/her "secret wish" will in the plenary.

# UNIT 1

## WHAT IS GENDER?

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Learning objectives:	After completing the topic the participant should be able: <ul style="list-style-type: none"><li>• to define the difference between gender and sex;</li><li>• to recognise gender differences in his/her own society;</li><li>• to debate with others the nature and origin of gender differences;</li><li>• to explain the relevance of gender in determining energy access</li></ul>
Time schedule:	2 hours
Aim of the unit:	to explain why the concept of 'gender' helps understanding the way households and communities work
Key concepts introduced in the unit:	gender gender norms gender roles gender relations
Topics in the unit:	What is gender? Complexity of gender Gender and energy access

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# WHAT IS GENDER?

## What is gender?

Men and women are different in some ways, and alike in others.

Biologically, we all need to eat and to sleep and to breathe, we are all vulnerable to malaria and flu and we all need exercise to keep healthy. But there are differences in body forms: women bear children while men cannot.

In some ways men and women are similar in social terms. Both are sociable - for example they both like celebratory gatherings and festivities! - and both want to be valued as individuals. There are also a lot of social differences between men and women. Every society has its own ideas about what women and men should do and how they should behave. An aspect of child rearing is to prepare young people for their life as adults: what is expected of them and how they should behave. Girls are usually expected to grow up to be good wives and mothers – whose life centres around the family and household. In terms of behaviour, girls are expected to be modest, to serve others, and to be obedient and quiet when men are around. Boys in most societies are supposed to grow up to be the chief breadwinners, and the 'head of the family', although many of the things they will do will be outside of the household. In some societies they will be main interface between the world outside the household and family members. These may imply for boys that they are expected to be brave, to take the lead, to speak up.

Most of these behavioural differences, such as being brave or obedient, are not something we are born with but are learnt by a child at an early age, both directly by being taught by parents and by society in general, and through observation of the behaviour of adults in the world around the child. To behave differently can lead to disapproval, admonition and sometimes punishment.

### Discussion Point 1

It is not always easy to say which differences are really biological and which are socially learned ones.

Is it a biological difference or a social one?

Men are usually heavier than women

Women are better at looking after children

Girls are shyer

Boys can run faster

All societies have views on what men and women can and should do, such as tasks around the household or types of employment, tasks that are just considered 'right' for women and 'wrong' for men, and vice versa. Mostly people accept these ideas without question. If asked why the response is often: "things" have always been done like this. However, it is possible to identify some gender roles for which the rationale is biologically based. The practical aspects of child rearing (for example, washing and feeding children) is one role expected of women in most societies primarily because women bear children, although both women and men take part in the socialisation of children imparting society's norms and values and ways of behaving. However, more often, gender roles are determined and prescribed by strongly held cultural and religious traditions.

These socially defined ideas about what women and men should do and how they should behave are summarised in one word: gender.

Gender has been defined as 'a concept that refers to social differences, as opposed to the biological differences between men and women'. These differences come about as a result of what men and women have learnt over time. Such differences vary both within and between cultures. They are dynamic and change over time.

### Discussion Point 2

Do you agree or disagree with the following statements:

"Men are more logical and rational, women are more emotional"

"Women are unstable at certain times, for example during menstruation"

"Women have more difficulty in working with numbers than men"

"Women are quarrelsome among themselves and don't work well in a group, men get on with each other better"

"Although it is true that women do some work on the farm, the farmer is really a man"

"A family really consists of a man who is head of the household, a woman, and their children"

"Women prefer to have a man to make the decisions for them"

"Children suffer if their mother goes to work outside the home"

"Men are much less sensitive than women: they don't notice how people are feeling"

Views about what women and men can and should do, result in women and men being assigned different roles in society. These gender roles shape our identity, determining how we are perceived by others, how we are expected to think and act as women and men. Within these roles women and men are assigned different tasks within the household and community. Women are generally expected to fulfil the reproductive role of bearing and raising children, caring for other family members, and household management tasks, as well as home based production. The type of work women do to produce goods and services for their families is often not recognised is national

statistics. This has led some people to suggest the reason why many policies, including those in the energy sector, are gender-blind. Men tend to be more associated with productive roles, particularly paid work, and market production. This division of tasks is sometimes known as the gender division of labour. Roles typically designated as 'appropriate for a woman' are generally less valued than those designated as 'appropriate for a man'.

The way in which women and men behave within their gender roles are shaped by gender norms, the accepted standards of behaviour shared by a particular society.

Linked to gender roles are certain rights and obligations based on cooperation and support. Within a household for example, men and women are able to negotiate to some extent what their rights, benefits and obligations are as regards carrying out certain duties or tasks that ensure the survival of the household. These negotiations are also about the use of household/family resources, such as land, labour and cash. This means that these negotiations



are not always harmonious since there can be disagreements and competition for the resources. It is important to remember that these negotiations are not usually taking place between equals. In most societies, men have more power than women to make decisions about and exercise control over their own lives and resources, as well as other family members. This balance of power between men and women defines the relationship between the genders, which is known as “gender relations”. The effects of differences in power operate at all levels in society: household, community, organisational, national and international.

One of the consequences of these differences in power is the existence of gender gaps, for example, women earn less than men, have a lower standard of education and are poorly represented in political decision making. Closing these gaps has become a central feature of development. A major study found that gender inequalities have a negative influence on economic growth which will make it more difficult to move people out of poverty.

Gender relations, like gender roles, are socially determined and are influenced by social, cultural, political and economic expectations. Gender relations are shaped by a range of institutions, such as the family and legal systems. Gender relations exist both within households (private sphere) as well as within the community and workplace (public sphere). An analysis of a given situation based on gender relations differs from one based on gender roles because it gives more focus to power relations and the connections between men and women’s lives.

Based on the work by Amartya Sen, the Nobel Prize Winner for Economics, the gender differences in access to and control over resources can be analysed using an entitlements framework. In this approach resources are analysed from the perspective of: endowments (rights and resources women and men have eg land, labour skills); entitlements (goods and services derived from rights and resources over which women and men have effective command); and capabilities (which is what women and men can do with their entitlements). Capabilities allow women and men use their agency to formulate strategic choices and to control resources and decisions that affect important life outcomes. Individual choices are overwhelmingly determined by the context in which these choices are made. In most cases, men and women cannot make the same choices because of the deeply engrained social, economic, cultural, and legal contexts in which they live and work.

#### Case 1: Gender roles in Kenya

In Kakamega area of Kenya a shortage in fuelwood meant that the women had to walk long distances to collect firewood. This situation inspired a project to encourage the women in the village to plant trees. The men in the village already planted trees in the surroundings, but these trees were meant to be sold as timber.

Project planners visited the area and offered the women seedlings for fast growing trees for firewood to plant on their fields. However, the women refused. They could not plant trees, because they felt that they did not own the land. Their husbands own the land and it would be disrespectful to plant trees on their land. Planting trees is a man’s task (Bradley, 1991).

The case from Kenya demonstrates that it is difficult both for men and for women to go against the gender roles in their community. Even though, in this case, it would relieve the women’s tasks, the women didn’t accept planting trees because they found it not appropriate activity for a woman within their community.

### Discussion Point 3

Is there a term for 'gender' in your own language? Write it down and explain how it is used.

How you explain gender, depends partly on who you are trying to explain it to. How would you describe to the head of your organisation what gender means?

Gender roles and relations are not static but change over time. Gender roles and relations change in response to changes in social-economic circumstances, natural and man-made disasters such as droughts and war, technological development, education and so on. In other words, gender roles and relations are generally dynamic and can be renegotiated in response to changed circumstances. Whether these changes become permanent and become validated in the social and legal sense may also vary from circumstance and from situation to situation. Moreover they can actively be encouraged to change, and many groups are working to change them at local, national and international levels. Others do not wish these things to change, because they see them as part of the culture and tradition of the society in which they live. Societies which feel threatened by external forces or ideas can react by calling for a return to "traditional values", which can include the subordination of women, in other words gender contracts remain constructed to favour men.

### Discussion Point 4

- Do you think gender roles have changed in your society (compared to when your mother and father were young? Your grandparents?)
- Have these changes brought improvements in women's lives? In men's lives? How?

Policies can create changes (in one or several dimensions) and they inevitably impact upon gender roles and relations whether or not that is their stated objective. A programme which results in enhanced education and literacy for women will create changes in the way they perceive their role in the private and public spheres. Experience and research shows that enhancing girls' education has a positive effect on the health and well-being of their families when they become mothers, but enhanced education can also create demands for a more active economic or political role for women which must be met. This implies that men need to become aware of the mutual advantages that such a transformation can entail, that they are actively involved in the process, that they are ready to take up new and different roles and responsibilities, such as sharing of family care, and that they need to make attitudinal changes related to sexual and reproductive matters.

### Discussion Point 5

- What are the gender roles of women and men in your community related to energy?
- Should these roles change? Do you think it is possible to change these roles? How?
- What influence does gender have on the ability of women to take part in planning and implementing energy projects?
- How could energy be used to ensure girls can participate equally with boys in education?

## **Complexity of gender**

Gender is not just a binary condition, but is differentiated by a number of other characteristics including: wealth; age; marital status; ethnicity; cultures and traditions, as well as physical and mental health. In other words, gender issues cannot be addressed without reference to these other differences and inequalities.

It is important to recognise that in a given society different groups of women may have very different needs. Not all women are poor, and not all poor are women. In communities where there is a strong social division (for example based on class, caste or ethnicity), the needs and capacity of poor women to meet those needs will be different from those of rich women. Not all women are disadvantaged (although they are generally subordinate to men of the same social group). One cannot assume that all women have the same problems. The needs and the capacity to meet the needs of poor women will be quite different from those of the rich. Nor should one assume that gender is the only basis for disadvantage.

## **Gender and energy access**

However, by taking gender into account, unexpected insights and solutions can emerge that are missed by using standard planning approaches.

Who makes the decisions about the allocation and use of household resources, including energy, is also based on gender. Decision-making around household energy is not always as straightforward as it may first seem. While women usually have responsibility for cooking the household's meals, it is usually men who make the decision about buy a new stove or switching to another fuel. Standard planning approaches, which at best are based on surveys of household heads, that is men, and at worst are based on assumptions about households would get a very different picture if they taking a gendered perspective. A gender perspective helps to bring out a number of issues which, if properly addressed, will ensure better policy making, in the sense that it addresses both technical and non-technical household energy issues, and more sustainable projects, since it identifies who (that is which woman or man) makes decisions about what.

## UNIT 2

### WHY IS GENDER IMPORTANT IN ENERGY POLICY?

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<b>Learning objectives:</b>	After completing the unit the participant should be able to: <ul style="list-style-type: none"><li>• Explain why energy policy is gender blind;</li><li>• Explain what are the consequences of a gender-blind energy policy;</li><li>• Identify the factors that influence gender blindness;</li><li>• Define gender awareness;</li><li>• Explain what a gender-aware energy policy is</li></ul>
<b>Time schedule:</b>	2.5 hours
<b>Aim of the unit:</b>	To create awareness about the weaknesses of current energy policies in respect of gender.
<b>Key concepts and ideas introduced in this unit:</b>	Gender-blindness, metabolic energy, differences in energy needs, gender-awareness; gender-aware energy policy matrix.
<b>Topics in this unit:</b>	Energy for development Energy Policy is gender blind Why has gender not been considered in energy policy in the past? Why should gender be taken into account in energy policy? What is a gender-aware energy policy?

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# WHY IS GENDER IMPORTANT IN ENERGY POLICY?

## Energy for development

Energy is a prime ingredient in all human activities: productive, subsistence and leisure. The quantity and quality of available energy determines the efficiency and effectiveness of activities, as well as the quality of life of the users. As such, both women and men are stakeholders in energy development and use. However, as we learnt in the last session women and men have different roles and responsibilities assigned to them by the society in which they live. This includes all the tasks carried out to maintain a household. The responsibility within a household for a specific task is determined by the gender division of labour which creates gender differences in energy needs.

In many societies, the tasks and responsibilities that constitute women's roles are assigned to the private sphere (for example, homemaking, child-rearing, maintenance of family and kin relations, paid work that can be conducted within or from the home often based on skills developed as part of homemaking such as food preparation and sewing), while men's tasks and responsibilities are assigned to the public sphere (for example, earning money outside the home, performing work duties that involve travel or marketing, participation in public structures, political action). Many of these activities are currently done using metabolic energy.

Metabolic energy comes from the food we eat. Many of the tasks using metabolic energy are physically demanding and can be repetitive, boring and time consuming (drudgery). One of the aims of energy interventions can be to relieve drudgery, save time and bring improvements to people's lives by providing technologies powered by other energy forms than only metabolic energy, for example, men's tasks (such as ploughing) and women's tasks (such as pounding grain).

### Discussion Point 1

Can you give examples of non-household energy needs for women? (For instance, think about transportation, income generation, etc.)

What do men need energy for? How do the needs of men differ from the needs of women? (10 mins.)

Are there differences between rural and urban areas?

## Energy policy is gender blind

Energy Policy conventionally has focused on technical issues related to security of supply, such as choices related to optimising the fuel supply mix: what proportion of demand is to be met by electricity, coal, oil or gas? These 'modern energy' forms such as electricity and diesel for mechanical and motive power can contribute to reducing drudgery and saving time. By taking only a 'supply-side' approach many 'demand-side' issues, including end-users' needs, priorities and resources (such as skills and finance), are overlooked. A demand-side approach can potentially recognise that women tend to be more disadvantaged than men in similar circumstances; for example, women's access and control over assets such as land, cash and credit is more limited than men's. Women's technical skills are often less than men's; for example, compared to men, women's reading levels are lower and they have less experience with hardware. As a consequence men can often gain access to 'modern' energy forms more easily than women and hence men's activities tend to benefit from energy policy more than women's, for example electricity for water pumping tends to be for irrigation (men's

productive interests) rather than for supplying household drinking water (women's practical needs), because the barriers to access, such as lack of credit for women, are not taken into account. If women's needs are taken into consideration at all, the focus is almost always on the cooking energy needs of women.

The failure of policy to recognise that needs of men and women are different is described as gender-blindness. Gender-blindness is not exclusive to the energy sector. Neither is gender-blindness caused by the energy sector. Gender-blindness represents the manifestation of wider issues related to political ideology, culture and tradition.

#### Discussion Point 2

Do you think that there is gender-blindness in the energy sector?  
If so why?

### **Why has gender not been considered in energy policy in the past?**

There are a number of reasons why gender had not been mainstreamed into energy policy in the past. Two factors – which are often linked – are:

- women's social position;
- The attitude of energy professionals to gender issues.

Women's control over their own lives is generally less than that of men from the same group. Men tend to dominate decision making within households, even about purchases related to areas we would consider a 'woman's domain' such as the kitchen, in communities and organisations. Most often policy makers are men. Energy institutions and organisations tend to be male dominated, particularly in the professional posts. This is the same in both the public and private sector, as well as in civil society (such as NGOs dealing with energy).

Many energy professionals do not fully understand that energy impacts differently on men and women, in other words, they are not gender-aware. While biomass fuels dominate the energy budget of most women, biomass does not dominate the activities of Ministries of Energy or research institutes. Data on biomass energy is hardly collected. A reason for this is that energy professionals may not know how to collect the data. They are mostly engineers or economists and very few (if any) learn about biomass during their professional training. It is much more difficult to tabulate reliable statistics on biomass, because the fuel is dispersed over the whole landscape and collected by many individuals. The water content of biomass makes estimating the quantity used (in terms of weight or energy content) difficult – unlike electricity or fossil fuels, which are sold by a limited number of dealers and they are energy forms that can be measured with meters. Measuring metabolic energy is even more professionally challenging than biomass.

Indeed there is a general lack of gender disaggregated energy data which is considered a barrier to the development of gender-aware energy policies and gender-sensitive practice. The situation can be summed up as:

No data – no visibility; no visibility – no interest; no interest – no action; no action – no responsibility

Men also dominate the senior positions in the large-scale industries and agriculture. These sectors are important commercial energy customers. Women tend to be found in small scale agriculture and informal sector enterprises. As a consequence all the forums where the energy issues are identified and any potential solutions proposed tend to have an inadvertent male bias.

Women are universally under-represented in political decision making bodies at the national and local level. However, where women have held high posts in the energy sector, for example, as Energy Minister as has recently happened in Mozambique, Zambia, South Africa, Uganda and Botswana, or in International Agencies, gender tends to play a higher profile role in energy policy formulation and implementation. However, it should be stressed that having women in senior positions is not a solution to all problems.

Why are women under-represented in the energy sector? In part this can be attributed to the small numbers of women graduating with appropriate qualifications suitable for a career in the energy sector. The number of women with for instance degrees in fields of science and engineering (subjects well suited for technical posts in the energy sector) is low in many countries. The reason why so few women apply to study such subjects has been attributed to attitudes towards what constitutes an ‘appropriate’ career for a woman and for a man, in other words gender norms determine expectations about the type of subjects that girls and boys should study at school. Young people can come under pressure from both family and teachers to conform to these expectations. A lack of positive role models in the sciences and engineering for girls is considered a barrier to challenging stereo-types.

Table 1 gives an example of number of men and women graduating in Nigeria in 1997/1998. These figures are representative for the 1990s in Nigeria and they are not untypical for developing countries in general (quoted in Maduka, 2004). It gives a clear view of the relatively low number of women graduating in appropriate fields for energy sector careers.

Table 1: Graduates in science and technology, Nigeria in 1997/1998

Field	Male graduates	Female graduates
engineering and technology	424	39
Sciences	655	164

So even if all the women science and engineering graduates had entered the energy sector in Nigeria, they would still be in the minority. Considering these numbers it is easy to assume that encouraging more women to study science and engineering is a solution. However, it might take some considerable time to make significant differences in the numbers of women in influential positions in energy institutions so other things need to change. Men have to become more gender sensitive!

If energy policy decision makers and implementers were asked if their energy policies treat women and men equally they would in all probability be surprised by the question since they do not set out to intentionally discriminate against half of the population. In other words they consider energy policy to be gender neutral and that energy is for meeting practical and productive needs but not to change gender roles and relations. However, in reality energy planning is gender-blind, it fails to recognise that the needs of men and women are different and that these needs are based on socially determined roles, responsibilities and capabilities of men and women. The consequences of gender-blind energy policies are that they tend to exclude women’s energy needs do not improve women’s access to and use of improved energy services. On the other hand only recognizing that women and men are different cannot shape effective policy. As was discussed in an earlier session, it is not only gender roles but also gender relations which shape people’s lives and hence energy needs and how women and men are able to meet these needs.

### Case Study: Gender-Blind Energy Policy in Botswana

A review of the Botswana Energy Policy took place in 2002. A participatory approach of consultations with individual actors and reviews in mini-workshops was used to identify policy issues. Over 35 energy sector actors were consulted, 50% of whom were representatives from government, 25% from parastatals and another 25% from private sector entities. These actors tended to represent the technical, supply-side of the sector which reflected the output of the workshops. The majority of participants were male. In all the mini-workshops, there was no mention of gender issues. The Botswana Women's Affairs Department (BWAD) was not invited to participate in the mini workshops.

Although there was reference to the demand-side in the context of the household sector this was only by mentioning respiratory diseases from burning fuelwood and wood harvesting.

The BWAD was invited to the follow-up main workshop, organized to review the output of the consultative process, but they did not participate. All the thirty-four men who attended the workshop were either engineers or administrators and not planners or social scientists. Of the five women who attended one was from the private sector and four from government. Not surprisingly gender issues did not appear in the recommendations for the revised energy policy.

#### Discussion Point 3

- In your experience have the energy needs of women have been neglected in energy policy?
- If so, what, in your opinion, causes this neglect?
- If you disagree and consider that the energy needs of women have been addressed in energy policy, explain in what ways.

## Why should gender be taken into account in energy policy?

There are at least four reasons for taking gender into account in energy policy. The first one we met above: men and women use energy for different things. Therefore their needs, and their appreciation of any particular energy intervention, may be different. It is important to understand these different needs in order to make the right policy choices.

Making the right policy choices leads to the second reason. Many energy policies which involve introducing a new energy technology have failed, often the technology lies rusting and unused. Why this happens is partly explained by the fact that there is little or no consultation with the people who would be the eventual users and intended beneficiaries. In particular women are often not consulted at all in the planning process. It may seem obvious that one should talk to the 'customer' before trying to 'sell' them a particular energy technology, but time after time planners have failed to do this, and above all, failed to talk to women.

A third reason is that interventions in energy technology have different effects on women and on men. Any change in a community such as the introduction of a new technology is likely to be experienced differently by men and by women. Some technologies may help women; others may on the contrary have negative effects on them. For example, biogas could be introduced with the objective to reduce the need for women to collect fuelwood, so reducing both time and effort.

However, biogas digesters also need feeding daily with both water and cow dung (in the ratio of 1 litre of water to 1 kg of dung) so women can spend just as much time and effort collecting water as they did fuelwood.

A fourth reason relates to equality and equity which are based on human rights and democratic principles. In a democratic society based on principles of social justice, each individual member has the right to the best quality of life possible. Since energy plays an important role in determining the quality of life, the state needs to ensure that there is equality of access to energy and the benefits that arise from that access. The basis for gender equality comes from commitments to international conventions on gender equality, such as the Convention on Elimination of all forms of Discrimination against Women (CEDAW) and the Beijing Platform of Action, which many governments have signed and ratified.

## **What is a gender-aware energy policy?**

Policy provides the framework for the distribution of, access to, and control over public resources to address an identified problem, according to the values and principles of the government. Policy determines choices and priorities, for example, whether to improve fossil fuel distribution through public and/or private sector investment or to promote the use of small-scale renewable energy systems through financial instruments, such as subsidies. Policy can also set out organisational practice, for example, signalling an intention to allow greater community participation in owning and managing energy services which could open new opportunities for women. The policy framework gives guidance to planners on how to implement policy.

The lack of attention to gender in energy policy tends to affect women's ability to access critical resources and technologies for their own well-being and self empowerment. This requires that policy makers enhance their knowledge and capacities on gender issues so that they can understand the need for gender mainstreaming and how to put it into practice to respond to women's needs in energy policy. A gender-aware policy maker has the capacity to understand the implications from a gender perspective of a particular programme, project or policy for both men and women. Furthermore a gender-aware planner is able to implement policy, programmes and projects taking gender into account.

Gender awareness in policies means that the different gender needs of men and women are incorporated into all aspects (contents and processes) of programmes, projects and policies.

Gender awareness can be considered to entail three essential elements:

- The recognition that women and men have different and special needs.
- Women are a disadvantaged group, relative to men, in terms of their socio-economic status and access to and control over assets. These differences are known as gender gaps.
- Women's development entails working towards increased equality and empowerment for women, relative to men. In other words, closing gender gaps.

To close gender gaps, gender issues need to be integrated into all policies. These policies then need to become gender-aware. A gender-aware energy policy is designed taking into account the implications of energy policy for both men and women.

A gender-aware policy can be defined as a policy which takes into account the social relations of women and men as well as differences in their energy needs. This type of policy is different to one specifically for women or men. As was pointed out above, energy policy makers and planners often do not know how to incorporate gender into their work. In this respect gender mainstreaming as a

process can be a useful tool to create more gender-aware policies and to increase decision makers' knowledge on how gender is linked to their sector. In the next unit the concept of gender mainstreaming will be explained and how it is relevant to the energy sector.

## **Gender dimensions of energy policy**

Energy policy has a dual function. On the one hand it has to meet the energy needs of society while on the other hand it has at the same time to contribute to the broad macro-policy objectives of the government, such as economic growth or security and responding to environmental problems such as climate change. Hence energy policy – like any sectoral policy – has a multi-dimensional character which can be divided into political, environmental, economic and social elements. Each of these elements has a gender dimension and should therefore be taken into account while designing and implementing a gender-aware energy policy.

### **Political aspects**

The political aspect of energy policy relates to the way in which the use, production, provision and distribution of energy services are prioritised and organised, for example, whether to improve fossil fuel distribution through public and/or private sector investment or to promote the use of small-scale renewable energy systems through financial instruments, such as subsidies. One of the tasks of governments, as part of the political process, is to reconcile conflicting and convergent societal interests. This means an energy policy should take into account all these factors, including gender issues such as women's empowerment. Gender mainstreaming provides a method and process to ensure that these factors are taken into account. However, some will see gender mainstreaming as complicating the policy making process, since it adds another dimension to the other political aspects, and hence there might be resistance to gender mainstreaming.

### **Economic aspects**

The economic aspect of energy policy involves financial mechanisms, such as pricing, and the allocation of financial resources for implementation of policy which are part of a Ministry's budget. One of the reasons for a gap between policy statements and lack of implementation is that there is no financial provision made in the Ministry's budget for translating a statement into action. Financial provisions that are gender aware are needed to promote the goals of gender-mainstreaming. In particular, pricing mechanisms and financial instruments should be analysed for differential impacts on men and women. The tool known as 'gender budgeting' can be used to analyse ministry budgets<sup>2</sup>.

### **Environmental aspects**

An energy policy which includes environmental considerations could contribute to global and local environmental improvements. For example, the use of sustainable energy sources, such as biogas, in households could reduce the negative impacts on women's health from burning firewood. The switch from fossil to renewable energy sources can contribute to global environmental issues such as combating climate change. Environmental aspects occur not only in use but along the entire energy change, for example, health effects (including reproductive health) of contaminated water, air and soil resulting from oil pipeline spills.

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<sup>2</sup> For more information about ENERGIA's experience with gender budgets and audits see [www.energia.org](http://www.energia.org) (in particular the paper: Clancy (2011) Swimming in the Mainstream: Energia's experiences with engendering energy policy).

## Social aspects

Energy policy has a social aspect since it has the ability to redress inequalities including those between men and women, rich and poor and other population groups. When integrating gender into an energy policy, gender differences should be explicitly acknowledged. Access to modern energy can reduce women and men’s work load and a gender-aware energy policy will ensure that this is achieved equitably. Energy services can also contribute to women’s empowerment, particularly through freeing their time for other activities and through communication media, which can increase their knowledge on technical and social issues, including their legal rights.

## Changing objectives

These four aspects are not static, since they reflect wider concerns in society which change over time. For example, economic objectives have been predominant since the end of the Second World War (1945), while sustainability and environmental issues rose to prominence after the 1980s. The Oil Price rises of the 1970s brought energy security very much to the fore, while in the 1990s climate change emerged as a global issue. Energy access for all has been an important issue since the turn of the millennium, despite being neglected in the Millennium Development Goals. Macro-policy objectives could be adjusted to include other emerging issues, for example, HIV/AIDS.

## Gender-aware energy policy matrix

A tool to help develop a gender-aware energy policy is a policy matrix (see Table 2). Such a matrix or table could be developed linked to macro-energy policy objectives for which a number of issues can be identified. One approach to identifying issues could be through participatory workshops which allow ordinary women and men to inform policy makers about their needs and priorities. This might make it easier for women’s voices to be heard rather than rely on survey techniques which interview head of households (predominantly men). Once the issues have been identified there should be some discussion on what actions the government could take to address these issues. These actions need to be converted into policy instruments and inserted into appropriate cells in the matrix. This process could be started at the workshop and completed back in the office. Once all the cells are filled with policy instruments they could be presented at a feedback workshop to gauge reaction and acceptability as well as allowing for refinement.

If all cells are complete, then energy policy is well balanced and gender aware. Empty cells can help identify where specific issues are not being addressed. Too many items in a cell could lead to a discussion on whether or not there is too heavy a reliance on one type of policy response. Alternatively, too few items in a row could signal that one aspect of gender energy needs is not being sufficiently addressed.

The specific content of the matrix will vary according to local circumstances. Also energy policy planning generally takes a supply-side perspective and so there is an emphasis on energy sources. Therefore the matrix could be sub-divided per energy source.

Table 2: Gender-aware energy policy matrix

MACRO-POLICY OBJECTIVES	Dimensions	Political aspects	Economic aspects	Environmental sustainability	Social equity and empowerment
	Issues				

**References** (both documents are available from [www.energia.org](http://www.energia.org)):

1. The Gender Face of Energy, Module 3, Engendering Energy Policy (J S Clancy, and J Visser)
2. J S Clancy and Marielle Feenstra (2006) How to Engender Energy Policy. Technical Paper prepared for ENERGIA

### Box 1: A worked example of a gender-aware energy policy matrix

This example shows the policy instruments that were suggested in response to the macro-energy policy of promoting access to a range of energy services. The matrix developers identified three issues in relation to energy access: availability, affordability and safety.

Availability addresses the form and quantity of energy sources: sufficient quantities of energy in the form end-users want (energy services) which should be dependable.

Affordability addresses issues of cost not only of fuels but also appliances.

Safety addresses issues related to the dangers that women and men are exposed to at different points in the energy chain (for example, reproductive health effects from oil spills, physical abuse during fuelwood collection and burns with flammable liquids).

Once these issues were identified (of course there may be more) the matrix developers brainstormed on instruments for the four aspects for each issue. Once complete the matrix could be presented to a verification workshop of stakeholders and policy makers.

Dimensions	Political aspects	Economic aspects	Environmental sustainability	Social equity and empowerment	
Issues					
A C E S S	Accessibility	Instruments to provide wide choice of energy forms for household and informal sector, eg biomass and LPG are part of supply mix	Mechanisms to stimulate suppliers to enter the market supplying household energy, eg women are trained and supported to establish their own ESCOs (energy service companies).	Promotion of clean energy sources and technologies, eg incentives for developing household energy supplies around modern biomass forms.	Equal distribution and access to energy services eg women are able to influence policy by being empowered through vocational training to reach senior level in energy sector decision making.
C E S S	Affordability	Mechanisms to reflect women's incomes and cash flows in cost of fuels eg requirement for LPG suppliers to provide different size cylinders	Pricing policy reflects women's incomes and cash flows, eg electricity connection tariffs and payment methods	Mechanisms stimulate switch to RE technologies eg women have access to credit sources sufficient to purchase solar home systems.	Increased purchasing power through reduced energy bills in households and informal/small scale business.
S	Safety	Safety regulations apply to household labour saving	Pricing policies to encourage switch to safer fuels and	Promoting non-polluting technologies eg	Personal safety is targeted eg reliable street lighting

## Exercise: Developing a Gender-Aware Energy Matrix

The facilitator will organise you into working groups.

In your working group select a macro-energy policy objective, such as universal energy access. Identify two or three issues related to this policy. What do you consider the gender concerns related to these issues?

What policy instruments would you use to address these concerns?

When you have identified an instrument put it in the appropriate cell in the matrix. Are there gaps? Are there too many instruments in one cell? What does this say about the gender-awareness of your policy?

### Gender-aware energy policy matrix

MACRO-POLICY OBJECTIVES	Dimensions	Political aspects	Economic aspects	Environmental sustainability	Social equity and empowerment
	Issues				

You will have 30 minutes to complete the matrix before presenting your ideas in plenary.

## **UNIT 3**

### **IDENTIFYING GENDER NEEDS AND GAPS FOR DEVELOPING A GENDER-AWARE ENERGY POLICY**

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<b>Learning objectives:</b>	After completing the unit the participant should be able: <ul style="list-style-type: none"><li>• Explain the concept of gender analysis</li><li>• Make a gender analysis of existing energy policy</li></ul>
<b>Aim of the unit:</b>	To provide tools and analytical frameworks for identifying gender needs and gaps in energy policy
<b>Time schedule:</b>	In total: approximately 2 hours Study of the theory and tools: 60 minutes Discussion points: 15 minutes Exercise: 30 minutes
<b>Key concepts and ideas introduced in this unit:</b>	Gender analytical tools Gender analytical frameworks Participatory tools for data collection
<b>Topics in this unit:</b>	Identifying gender needs and gaps in energy Data collection Data analysis

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# IDENTIFYING GENDER NEEDS AND GAPS FOR DEVELOPING

## A GENDER-AWARE ENERGY POLICY

### 1. Introduction

One of the important tasks for the **Gender Focal Point (GFP)** is to ensure Policy is gender-aware. In the unit 'Why is Gender Important in Energy Policy' awareness in policies as meaning that the different gender needs of incorporated into all aspects (contents and processes) of programmes, projects and Gender Action Plan (GAP) will help to achieve a more gender aware energy policy. GFP who should be responsible for designing and implementing the GAP in commitment from the senior management with her/his organisation. Increasing and decision makers in ministries of energy and the energy utilities are international commitments their governments have made on gender equality that they 'have to do something about gender'. A few years ago the Botswana Cabinet sent back the Energy Policy to the Ministry of Energy for revision because it did not pay enough attention to gender issues. However, many in the sector do not know how to incorporate gender into their policies and practices. This unit describes approaches on how to do this.

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GFP should be introduced first.  
It is not only the  
this she/he needs to full  
Increasingly senior planners  
are aware that due to  
equality and women's rights

The basis of good planning is good data, therefore to produce a gender-aware policy you need gender (or sex) disaggregated data about current energy use, energy needs and gender gaps<sup>3</sup>. To help with planning services governments collect data about the welfare of their citizens, for example through Living Standards Measurement Surveys (LSMS). This is generally the responsibility of the national statistical service. However, these surveys are not usually sex disaggregated beyond specifying the sex of the head of household and household membership by sex and age. Increasingly living standards surveys are including questions about energy but usually not more than a few questions about which fuel a household uses for cooking and whether or not there is an electricity connection. The Ministry of Energy may conduct its own more detailed household surveys which may be more regional focused than the national LSMS, for example in area identified for pilot rural electrification or where an improved stove program will be implemented. However, again these surveys would probably not be sex-disaggregated. They would also probably rely on standard question surveys to collect quantitative data focusing on current energy use, interview the head of household and not ask either women or men what their needs and priorities are as well as who makes the decisions within the household about energy choices.<sup>4</sup>

#### Discussion Point 1

Does the Ministry of Energy (or the energy agency you work for) collect general household level data on a regular basis? Only for specific projects? Not at all?  
Are there any national surveys which collect energy data?  
Are any of these surveys sex-disaggregated?

<sup>3</sup> A gender gap is an observable and sometimes measurable gap between men and women in terms of socioeconomic indicators, such as ownership of land, attendance at school or participation in the labour force, which is understood to be unjust and provides evidence of a gender issue to be addressed. A gender gap in the energy sector in terms of end-users would include a measure of gender equity in access to, control over and use of sufficient quantities of modern energy carriers.

<sup>4</sup> One should not underestimate the cost of these surveys. The World Bank estimates that a specialized household energy surveys with a sample size of between 2,000 to 5,000 households will cost in the range of US\$50,000 to 150,000. Cost factors include sample and questionnaire size, local per diem, and salaries (O'Sullivan and Barnes, 2006).

As part of her/his work, the GFP will need to discuss with the senior management about the need for systematic collection of sex disaggregated energy data. The data for gender mainstreaming will fall into two main categories: firstly the data for gender-sensitive employment conditions within her/his organisation and secondly, identifying gender issues for energy end-users. In this unit we focus on the latter<sup>5</sup>. However, it might take some time to embed in the system and there are other types of data gathering other than questionnaires which can begin to identify gender issues related to energy. In this unit we briefly look at such methods for collecting sex-disaggregated data for energy from households and also how this data can be analysed. These methods can be the first steps in creating a more gender-aware energy policy by identifying what women and men as end-users consider the issues are and which issues they consider to be a priority.

## 2. Identifying gender needs and gaps in energy

Data serves a multitude of purposes. Data may show general trends related to a certain issue: for example the changes in the number of women employed in different departments within the energy ministry. It can provide quantitative information, such as how much firewood women collect in a week. It can also provide insights into the priorities that women and men have for their energy needs. These priorities can be very different to what energy planners think.

### Data collection

The GFP will need to decide what type of data needs to be collected as part of the GAP. As was pointed out in the last section individual household surveys are expensive and time consuming to conduct and as well as requiring skilled staff to implement analyse (it is amazing how many people forget the time and resources for analysis). Perhaps in the early stages, to begin it is important to identify what women's and men's needs and priorities are, while as part of the GAP can advocate for systematic sex-disaggregated energy data. Therefore other techniques based on a qualitative approach have been developed for gathering sex disaggregated data in which communities are consulted. These techniques have their origins in agricultural extension but are now used widely in rural development – although they may be less familiar in the energy sector<sup>6</sup>. Appendix 1 contains an overview of some of these techniques.

Identifying what women's and men's needs and priorities are can be done through a participatory exercise to identify and rank energy issues in a community from a gender perspective<sup>7</sup>. The exercise begins with a brainstorming of issues in separate groups for men and women (to ensure that women's voices are heard). Once the ranking has been completed, this can be followed by a second round of brainstorming on what women and men see as the best way to improve the situation. The number of issues to be discussed could be restricted to the three issues with the highest priority. The results from the women's session can be presented to the men and vice versa. Table 1 can be used to summarise the output of such an exercise.

When collecting field data, remember that energy is always a means to an end, not an end in itself. Therefore women will not say "I need electricity so I can work in the evenings" – they will say "I need light so I can work in the evenings." **You will have to translate women's and men's needs into specific energy services.** In this case, an option would be that energy policy supports either grid extension to specific needy areas and/or solar home systems.

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<sup>5</sup> Data gathering for a gender-sensitive organisation is dealt with in the Unit Gender Organisational Assessment.

<sup>6</sup> One of the reasons relates to the collection and interpretation of qualitative data which leads some engineers and economists, who are more familiar with quantitative methods, can question the validity of the data.

<sup>7</sup> See Appendix 1 for details of how to conduct such a workshop.

Table 1: Prioritising issues for gender and energy

Women		
Daily tasks women would like to have improved	In what way?	Priority
Men		
Daily tasks men would like to have improved	In what way?	Priority

An issue does not exist in isolation: there are underlying causes of the situation which in turn have consequences. These underlying causes need to be identified and recognised to ensure that the right issue is addressed otherwise it can result in a failure to achieve the intended change. An analogy would be taking a painkiller to stop your ankle hurting (the immediate issue), which would not be a long-term solution if your ankle is broken because it does not address the cause of why your ankle is hurting in the first place! So if for example, the aim is to improve job equality between men and women in the energy sector, an initial analysis might determine that the cause lies in the recruitment policy, while the underlying cause might be in the traditional (cultural) attitudes in society, for example, the perception that working on oil rigs is not an appropriate job for a woman. If you neglect the latter, you will find that improving the recruitment policy does not necessarily improve the equality between men and women in terms of employment in the energy sector.

There are two tools that can help determine the causes and consequences of an issue. The first is the 'problem tree', the second the 'fish-bone model'.

A problem tree is a tool that can be used to reduce a problem to its essential components. It breaks complex problems down into a simpler set of causes, consequences and relationships. Figure 1 provides an example of a problem tree based around the issue of women's continued use of fuelwood. Causes of a problem are identified by asking the question: why does this situation exist? The consequences can similarly be determined by asking the question: what happens as a result of the situation?

Figure 1: Problem tree outline (left) and completed example (right)

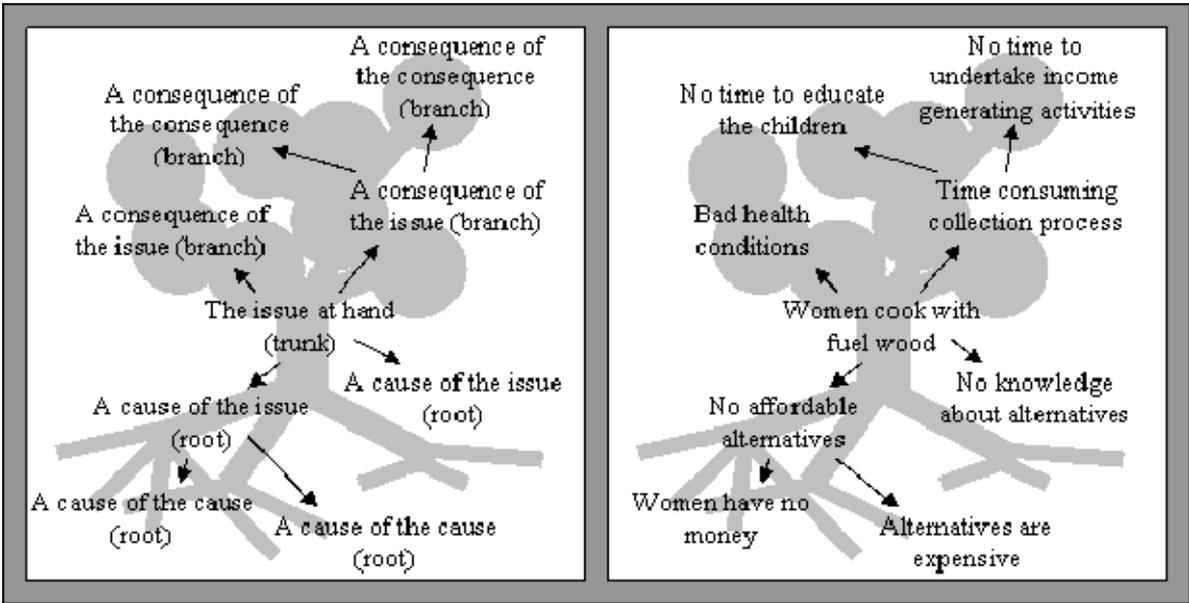
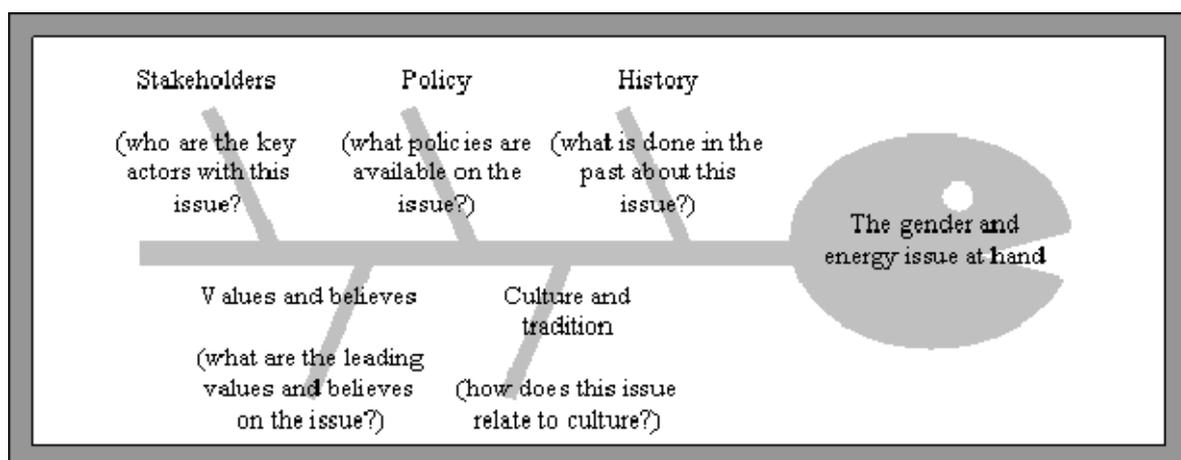


Figure 2: Fish-bone model



In the fish-bone model the problem to be addressed is represented by the head of the fish. The bones are the elements of the problem, such as the stakeholders, policies, etc. The fish-bone model helps to identify the different factors that influence the issue. A fish-bone model for gender and energy is shown in Figure 2. The concepts represented by the “bones” do not necessarily have to be the same for every issue.

## Data Analysis

Once the data has been collected, it needs to be analysed from a gender perspective. Gender analysis uses gender analytic tools which are systematic frameworks for diagnosing the existing gender situation in a given community, or for assessing what the impact of an intervention such as an energy project is likely to be, on men and on women. The output of the gender analysis is intended firstly to draw attention to gender inequalities in energy policy, and secondly to be an early warning system identifying problems linked to gender roles and relations that may arise if an energy initiative is started within a specific community.

Gender analysis is not about looking at women alone, nor is it about complaining that women suffer more than men, but rather **gender analysis is about reaching a better understanding of how communities work from the perspective of relationships between men and women.** Gender interests are not always obvious, neither are potential impacts of energy interventions. Sometimes inappropriate interventions are made because they are made on the basis of assumptions. For example, the emphasis in energy planning for the benefit of women has long concentrated around cooking, with firewood collection being seen as the central problem to be tackled. However, is this narrow focus justified? Is cooking the only activity women do? Do men get involved in fuelwood collection and make decisions about stove purchases?

Gender tools are used during various stages of energy policy planning and implementation (problem definition, needs assessment, design of intervention), although some could be applied in other contexts also, for example in evaluating policy. Their purpose is to ensure that differences between the genders are not inadvertently overlooked, and that any policy and project choices that are made do so with full recognition of what the differential effects are likely to be on men and on women (Skutsch, 2003a). Often this is done because there is a commitment to serving a particular gender goal, for example, to contribute to the empowerment of women, or at least to ensure that women are not being disadvantaged by actions undertaken as the consequence of policy or programme activity. Although a gender approach implies looking at men and women’s needs and opinions separately, it is understood that it is generally with a view to assisting women, that such an approach

is undertaken. Such an approach could particularly apply in the energy sector at the household level, where women are usually the energy managers in the household. This view stems from a body of experience which shows that when households are taken as the basic planning unit, women's voices are hardly heard and their needs are underrepresented in energy policy (in other words the policy is gender blind).

Gender tools are simple ways of gathering and arranging data so that gender differences related to energy are made clear to the outside observer, with a view to increasing the rationality of policy formulation and also increasing the possibility for women and men as the intended beneficiaries of energy policy to contribute to policy making. The aim is to gender 'mainstream' these tools so that they are automatically used during the normal process of planning, in other words, gender is taken as one of the basic underlying factors that need to be, and are taken, into account in every planning exercise.

Unfortunately there are no standard methods for gender analysis. There are different frameworks which have different starting perspectives which then shape the questions asked and the types of solutions likely to be proposed to solve any identified problems. One of the first attempts at gender analysis was based on the gender division of labour and divides tasks for men and women into three main social-economic areas: reproductive, productive and community. This framework is known as the triple role.

### Triple Role

#### Reproductive

This refers to all tasks undertaken to reproduce the labour force (bringing up the next generation) and includes child bearing and rearing, feeding the family, caring for the sick, teaching acceptable behaviour and so on.

#### Productive

This covers work done for payment in cash or in kind. It includes the production of goods and services for subsistence or market purposes.

#### Community tasks

Community tasks are those done not for individual family gain but for the well-being of the community or society: charitable work, self-help communal construction of village facilities, sitting on village committees, involvement in religious activities, visiting friends who need help and so on. For women their community tasks are often seen as an extension of their reproductive roles.

Of course these categories are not entirely water tight: there are fuzzy lines between them. For example, someone who runs in an election for a political position - is that community work or productive?

#### Discussion Point 2

In your society, do men or women take the greatest role in:

- reproductive tasks?
- productive tasks?
- community tasks?

Is it different between social classes?

Is this the same throughout the country?

How are these three gender roles (reproductive, productive or the community) addressed, if at all, in the national energy policy?

Are men and women's roles, and hence needs, seen differently in this project?

Do you think that the needs of men and women are equally met in these projects?

Because women are involved in tasks in all the three main areas, they are often expected to do a full day's work raising crops or working outside the home, plus housework and child-raising, plus community obligations. Men are mainly involved in productive and community tasks.

### **Practical versus Strategic Gender Needs/Interests**

Another analytical approach considers that gender roles have different assigned tasks which have different needs, including energy, to be met. These needs are divided into practical and strategic. They are always context specific, which means they depend on local circumstances and are influenced also by variables like age and civil status. In the context of energy however it is more helpful to consider three sets of needs or interests: practical needs, productive needs and strategic interests.

The words “needs” and “interests” are used somewhat interchangeably. However, there has been some debate amongst gender specialists as to whether or not they have different implications. If women are recognised to actively define their own demands, then some consider the use of the term “needs” in planning to give the wrong inference. The implication is that women are passive recipients of assistance, whereas the term “interests” is considered by some to be more active and hence more representative of the way women behave<sup>8</sup>.

#### Practical needs:

Interventions to meet practical needs aim to make women's and men's lives easier and more pleasant. However, such interventions do not challenge the accustomed tasks and roles of women and men in the household or in society, or their gender relations. That is to say, they do not upset the traditional balance of power and authority between men and women. They are needs primarily related to activities that keep the household running and the family's daily survival is ensured. Some household activities can also include improving household income. In this framework, practical needs are an amalgamation of practical and productive needs in the triple role framework. This is not surprising given that many of women's income generating activities are carried out in the household and are actually based on practical household tasks, such as cooking and sewing, and are carried out in parallel with their household responsibilities.

Examples of energy services to meet practical needs are household lights (which can also extend working hours for income generation), improved cooking stoves for household use, improved supply of fuelwood for household use etc.

#### Productive needs:

Productive needs are those that if resolved, allow women and men to produce more and better products. Addressing productive needs is often promoted for income gain, however, clean energy forms and new technologies might also make the work easier and reduce drudgery which can free up time for rest and recuperation. However, does meeting productive needs change gender relations within the household and community? Some researchers do claim that a woman's status within the household improves when she contributes to the household income. There is no universal answer since the outcome depends on the context and the objectives of the intervention.

Examples of energy services to meet productive needs are power supplies which facilitate the use of food drying installations, sewing-machines etc; knowledge concerning manufacturing and selling of cooking stoves and other energy technologies.

#### Strategic interests:

Strategic interests are those which relate to women changing their position in society and which help them gain more equality with men, and transform gender relations. Men also have strategic

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<sup>8</sup> Kabeer (1994) quoted in March, Smyth and Mukhopadhyay (1999)

interests, for example, they wish to avoid conscription into a militia or they may resist women's attempts to transform gender relations.

Examples of energy services which meet women's strategic needs are street lights which may enable women to participate the village council, radio and T.V. increasing women's knowledge and improving their self-esteem and confidence. However, it may require other inputs for these interests to be met, for example, societal attitudes may need to change before some women will go out after dark; women can only go to evening classes if they are available.

### Discussion Point 3

Do you agree that energy policy should contribute to women's strategic needs?  
Explain your reasons.  
If your reaction is positive – give some examples of how energy policy can contribute to meeting women's strategic needs.

Women's strategic needs are generally to do with addressing issues related to laws and gender contracts which tend to be biased against women. For example, in many societies certain groups of women (widows, divorcees, and abandoned wives) suffer economic deprivation as a result of their civil status, based on traditional or modern legal codes: their property can be removed from them by male relatives. In this context, a strategic need is to improve the status of women, for example, through laws which give women and men equal rights, and enforcement of these laws, which establishes their rights to land and other property. Other strategic needs for women may include laws on inheritance so that daughters have equal rights with sons, for example, and prohibiting violence against women. In most countries there are such laws but they are not always enforced. Some see these institutional approaches to addressing women's strategic needs as too long term and look for other solutions which will bring changes in women's societal status more quickly. For example, women earning an income through an enterprise (such as a battery charging business) have been found to increase their status, accompanied by greater influence in decision making and control over resources, within their family and community.

Blurred boundaries between roles, interests and needs:

It is important to realize that the boundaries between these needs are not fixed. What is a practical need in one case may well be a strategic issue in another. For example, in a society where women regularly run small businesses, such as in many West African societies, provision of electricity to replace kerosene in the women's shops could be seen as a productive need – one that improves the functioning of the enterprise. In another society, the provision of such electricity might for the first time open up the possibility of a small enterprise, in which case it could be seen as a strategic issue.

#### Box 1: Case study Addressing multiple needs through income generation

In Mali the Multipurpose Platform Project provides decentralized energy to rural areas in response to requests from women's associations in the villages. The fundamental energy need for poor rural women in Mali is to find appropriate and affordable substitutes for their own energy, so that they can engage in activities that generate income, and that provide benefits for themselves and their families.

The platform consists of a small diesel engine mounted on a chassis, to which a variety of end use equipment can be attached, including grinding mills, battery chargers, vegetable or nut presses, welding machines etc. It can also support a mini grid for lighting and electric pumps for a small water distribution network or irrigation system. The goal of the project is to install 450 such platforms. Through these platforms it is expected that approximately 8,000 women in rural areas will have access to improved opportunities for improved micro-enterprises. Increased income generating activities are anticipated (Burn & Coche, 2001).

The case study in Box 1 describes a project in rural Mali which addresses not only the practical and productive needs of women, but also their strategic interests. Their daily tasks, which used to take a lot of human energy, have been relieved (i.e. their practical needs have been met). Additionally, they are able to produce new, better and more products to gain income (thus meeting their productive needs). Finally, the creation of a decentralized energy enterprise owned and managed by women generates strong dynamics for structural transformation, in a setting where land and agricultural assets are traditionally owned by men and tasks are performed by women as unpaid obligations to men. The enterprises enable women to change their position in society and therefore also serve to meet strategic interests of the women. It should be kept in mind that not every invention will be able to, or needs to, address multiple needs.

Table 1 gives some examples of how different energy forms can meet women’s different needs or interests for the two different frameworks. Energy policy often places a lot of emphasis on electrification and in those countries with fossil fuel reserves, on the extraction of these resources for export or electricity generation. Less attention is given to other energy forms. This table reminds us that other forms of energy play an important role in meeting needs and interests. The table also focuses on women. The energy forms can also be important in men’s livelihoods, however, the intention here is to address gender gaps hence the focus on women.

**Table 1: Examples of energy projects to address women's needs and interests using different gender analytical frameworks**

(Source: Clancy, Skutsch, and Batchelor, 2002)

Energy Form	Women’s needs and interests		
	Practical needs Practical interests	Productive needs	Community tasks Strategic interests
Electricity	<ul style="list-style-type: none"> <li>• Pumping water supplies - reducing need to haul and carry</li> <li>• mills for grinding</li> <li>• lighting improves working conditions at home</li> </ul>	<ul style="list-style-type: none"> <li>• increase possibility of activities during evening hours</li> <li>• provide refrigeration for food production and sale</li> <li>• power for specialised enterprises such as hairdressing and internet cafes</li> </ul>	<ul style="list-style-type: none"> <li>• make streets safer allowing participation in other activities (e.g. evening classes and women’s group meetings)</li> <li>• opening horizons through radio, TV and internet</li> </ul>
Improved biomass (supply and conversion technology)	<ul style="list-style-type: none"> <li>• improved health through better stoves</li> <li>• less time and effort in gathering and carrying firewood</li> </ul>	<ul style="list-style-type: none"> <li>• more time for productive activities</li> <li>• lower cost for process heat for income generating activities</li> </ul>	<ul style="list-style-type: none"> <li>• control of natural forests in community forestry management frameworks.</li> </ul>
Mechanical	<ul style="list-style-type: none"> <li>• milling and grinding</li> <li>• transport of water and crops</li> </ul>	<ul style="list-style-type: none"> <li>• increases variety of enterprises</li> </ul>	<ul style="list-style-type: none"> <li>• transport allowing access to commercial and social/political opportunities</li> </ul>

**Types of gender analytic tools**

Gender analysis of energy policy takes place at two levels:

- Policy Level in which the existing policy content is analysed;
- Planning/Implementation level in which the approach to data collection, in particular identifying women and men’s needs and priorities as well as the impacts of interventions from a gender perspective are analysed.

## Gender Review of Key Energy Policies Documents

At the policy level a gender analysis can be made of key energy policy documents and any of key national energy programmes. The analysis can be made using a tool known as a Quick Scan which is a checklist of questions (see Table 2), the response to which will identify gender gaps as well as strengthens in the energy policy. If a positive response to the questions is provided, details and evidence to support the response should be given. If a negative response to the questions is provided, details and evidence should be provided for why the gender gaps exist. The analysis could be made by the gender team as part of the GAP development and presented at a review workshop for feedback.

Table 2: Quick Scan for Gender Analysis of Energy Policy Documents

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

Name of policy document	
Who uses them and for what purpose?	
Energy Policy Issues	Checklist of Gender Related Questions
Overall	Conduct a quick search and indicate how many times the following key words are mentioned in the document: gender, women, men, women's empowerment, gender mainstreaming, and gender equality, female-headed household, men's participation, women's participation, women's income generation, men's income generation.
Policy vision and goals	Is promoting gender equality and women's empowerment included as one of the policy goals? Do the policy goals contribute to correcting gender imbalances through addressing practical and/or, productive and/or strategic needs of men and women?
The policy context :	Is the gender dimension highlighted in the background information and the problem statement to the policy? Does the justification affirm national or international commitment to gender equality and women empowerment? Does the justification include convincing arguments for gender mainstreaming in the policy?
Supply and Demand	Are gender constraints and other gender issues considered in: energy production/supply by source and energy demand and consumption by sector? Has the data on these been analysed for gender differences that may affect achievement of policy objectives? How does the energy policy combine energy needs with gender needs in order to address gender inequalities in access, availability and affordability of energy services?
Target groups	Are the target "beneficiaries" of the energy policy identified by gender, ethnicity, age, and socioeconomic status?
Policy measures	Do the policy measures consider the potentially differential benefits/impact on men and women to increased access and affordability to energy services especially: <ul style="list-style-type: none"> <li><input type="checkbox"/> extension of power grids,</li> <li><input type="checkbox"/> promotion of renewable technologies and decentralised small-scale energy systems</li> <li><input type="checkbox"/> increased availability of liquefied petroleum gas (LPG) and</li> </ul>

	<p>Kerosene</p> <ul style="list-style-type: none"> <li>□ sustainable use of biomass and biomass based technologies, etc</li> <li>□ increase extraction and supply of oil and gas</li> </ul> <p>Has the potential negative impact of the policy measures been considered (e.g/ potential increased burden on women or social isolation of men)?</p> <p>Do the modalities of implementation of the measures reflect the integration of gender roles and strategic, productive and practical gender needs?</p> <p>Do the modalities of implementation reflect separate measures to empower women?</p>
Policy making process	<p>Was there a public consultation with women and men (as beneficiaries/consumers) in the formulation in of the policy? If yes, give evidence and methods that were used, when, and how many. What were the strengths and weaknesses of the methods?</p> <p>How did the policy planning process and formulation of implementation strategies make use of the results of the above mentioned consultation?</p> <p>Were gender experts involved in the formulation of the policy?</p> <p>Were gender issues on the agenda during the policy definition or in any other part of the policy making process? Explain in what context and how important they were considered?</p> <p>Where there specific people or institution advocating or championing the inclusion of gender during the policy formulation? If yes, at what levels was this support located? If no at what level was this resistance located?</p>
Energy statistics, data and indicators	<p>Was the analysis of sex disaggregated data and gender statistic used in the formulation the policy?</p> <p>Are sex-disaggregated data and gender statistic collected and used systematically in planning and reporting?</p> <p>What are the prospects and challenges in collecting and analyzing sex disaggregated data and gender statistics in the energy sector?</p>
Implementing organisation	<p>Do the organisations that will implement the energy policy have the capacity and resources to work with gender mainstreaming strategy?</p> <p>What is the attitude of key actors in the implementation of the policy to a gender responsive energy policy?</p> <p>Do women’s organization, networks, and gender experts advised or participate in the implementation of the energy policy.</p>
Monitoring & evaluation	<p>Are there gender-sensitive indicators for monitoring or evaluation i.e. tracks progress and measure differential impact on men and women?</p> <p>Do they indicators measure gender aspects of each policy objective?</p> <p>Are the indicators used to monitoring or evaluation the energy policy disaggregated by sex?</p> <p>Do the indicators measure how the energy policy contributes to national and international gender commitments.</p>

International, Regional & National Context	<p>Is the energy policy informed and taking into account (e.g. setting priorities, partnering etc.) the international UN conventions on Gender Equality, ratified by the government of Lesotho?</p> <p>Is the energy policy informed and taking into account regional conventions (e.g. African Women’s Protocol)?</p> <p>Is the energy policy informed by national policy on Gender Equality, legislative frameworks on Women Rights/Gender Equality and gender in the PRSP or national development plans?</p>
International partner	<p>Do key international actors linked to the energy sector consider gender equality and women’s empowerment a priority?</p> <p>Is gender mainstreaming included as part of their development cooperation objectives for the energy sector?</p> <p>How do key international actors influence gender mainstreaming in the energy sector?</p> <p>What, mechanisms or resources do they use to support gender mainstreaming in the sector?</p>
Budget	<p>Are gender equality objectives reflected in both regular budget allocations and extra-budgetary allocations?</p> <p>Does the implementation report of the energy policy include a budgetary analysis?</p> <p>Is the format for budget reporting transparent and disaggregated by gender according to activities, research, area of work, etc.?</p> <p>Are there separate budget allocations for women and gender mainstreaming (e.g. gender trainings)?</p> <p>Are DoE staff members encouraged to earmark funds for gender mainstreaming in technical cooperation projects?</p>
Communication strategy	<p>Does the communication strategy for informing various publics about the existence, progress and results of the energy policy include a gender perspective?</p> <p>Do women’s organisations and gender experts have a role in these public arenas?</p>
Employment	<p>What factors affect the different levels and types of employment of women and men in different energy subsectors, both formal and informal?</p>
Financial mechanisms	<p>To what extent have gender issues been taken into consideration in subsidies, tax incentives, tariff, and other financial mechanisms in the energy sector?</p> <p>Are there incentives to support small and informal sector businesses?</p>

### **Integrating gender analysis at the implementation/programme planning level**

A gender analytical tool is just a way of organizing and presenting information to help the planner understand the situation and make well-founded decisions. Basically there are two types of gender analytic tools in development planning and implementation:

- gender matrices: which are tables that tend to compile data on male/female differences (e.g. in roles, in access to resources), or use other dichotomies, and which by their nature lend themselves to quantitative (or very brief qualitative) types of data.
- gender checklists: which are sets of questions which work as aides-memoires and provide a structure for compiling gender related data, and which on the whole ask for qualitative responses.

There are many gender tools which are commonly used by development planners, for example the Harvard matrix and the Gender Assessment Matrix. However, experience has shown that these tools are not very helpful for energy planning since:

- Firstly, they give no direct guidance on how to determine desired gender development directions (they do not work from the basis of identified gender goals).
- Secondly, they do not ask the very simple question: What forms of energy do women use, for what activities? What forms of energy do men use, for what activities? What kinds of energy would increase women's welfare, increase their productivity, and help empower them? And how do I need to design my project to ensure that women have some say over the outcomes?

For these reasons, ENERGIA together with the University of Twente has developed a set of analytical tools and an analytical framework based on specific gender questions related to energy needs of women and men in their community. The tools are intended to be used by the planner as a guide to structuring and organising data in a gender sensitive way. In order to obtain the necessary data to put in the matrixes and the checklists, different sources will be used (see above). These tools are integrated into the analytical framework outlined on the next page which include the gender/energy questions that are likely to come up in each stage in project planning are listed. At the stage of problem analysis and project formulation, there are two sets of questions in parallel: one set for projects of the energy technology type and one for the integrated development project type. Questions about the stakeholders, assumptions and external factors, as well as the summing up, are common to both types of project. This construction is to reflect the reality there are at least two different project planning situations in which gender and energy need to come together, and some variations of these.

- Energy technology projects: In the first place there are the kinds of projects which are promoting one or two particular types of technology, such as solar home systems, or improved stoves, or decentralised mini-grids. These are focused on the problems of dissemination and adoption of this type of technology. In some ways such projects can be thought of as supply driven; the purpose is to promote certain kinds of energy technology, for the good of a given population. In this case the main question that arises from a gender point of view is, to what extent will this technology, or these technologies, bring about positive gender impacts? An energy technology project does not necessarily have to be initiated in the energy sector, for example, smokeless stoves could be initiated as a health sector project.
- Integrated development projects: Integrated development projects try to assist communities to develop over a broad range of sectors, of which energy may be just one, and in which energy may be just a component necessary for achievements in other sectors. The gender/energy question then becomes, what are the energy components necessary to achieve overall goals, including gender goals, and how can these energy requirements best be satisfied? A variation on this model is women's development projects, where the target is clearly women. The question then becomes: to what extent is energy hindering the achievement of the gender goals and how can energy be used as a vehicle for the furtherance of women's development?

The Ministry of Energy, its agencies and the utilities will probably be involved in the first type of project. The starting point for these two types of project is different, and therefore it is logical that to some extent the approach to gender must reflect this, particularly in the problem analysis and project formulation stages. However, in both cases the main line of reasoning is the same. The assumption for both is that a participatory approach is used in policy formulation and implementation in which the community (target group) plays a significant role in defining the problems and setting priorities. In general one could say the main steps in both types of planning will be as follows:

- Identifying stakeholders: Who is involved?
- Problem analysis – what is the problem and how could we solve it (= project formulation)
- Identifying assumptions and external factors that could influence the project in a negative way
- Summing up before moving on to project implementation

These steps are normally carried out in all implementation planning where a standard project cycle, logical framework, or a sustainable livelihoods approach is used. The gender mainstreaming approach is to introduce the gender element at every stage, using gender analytic tools specially designed for energy.

The framework is not supposed to be rigid – it is only a suggested path to guide the GFP and planner. It is up to the GFP and planner to use those aspects of the framework that she/he thinks will be useful.

### **Concluding remarks**

Identifying needs and gaps in energy policy forms an important part of the Gender Action Plan. Once the analysis has been done, the next step is to define gender goals as part of creating a gender-aware energy policy.

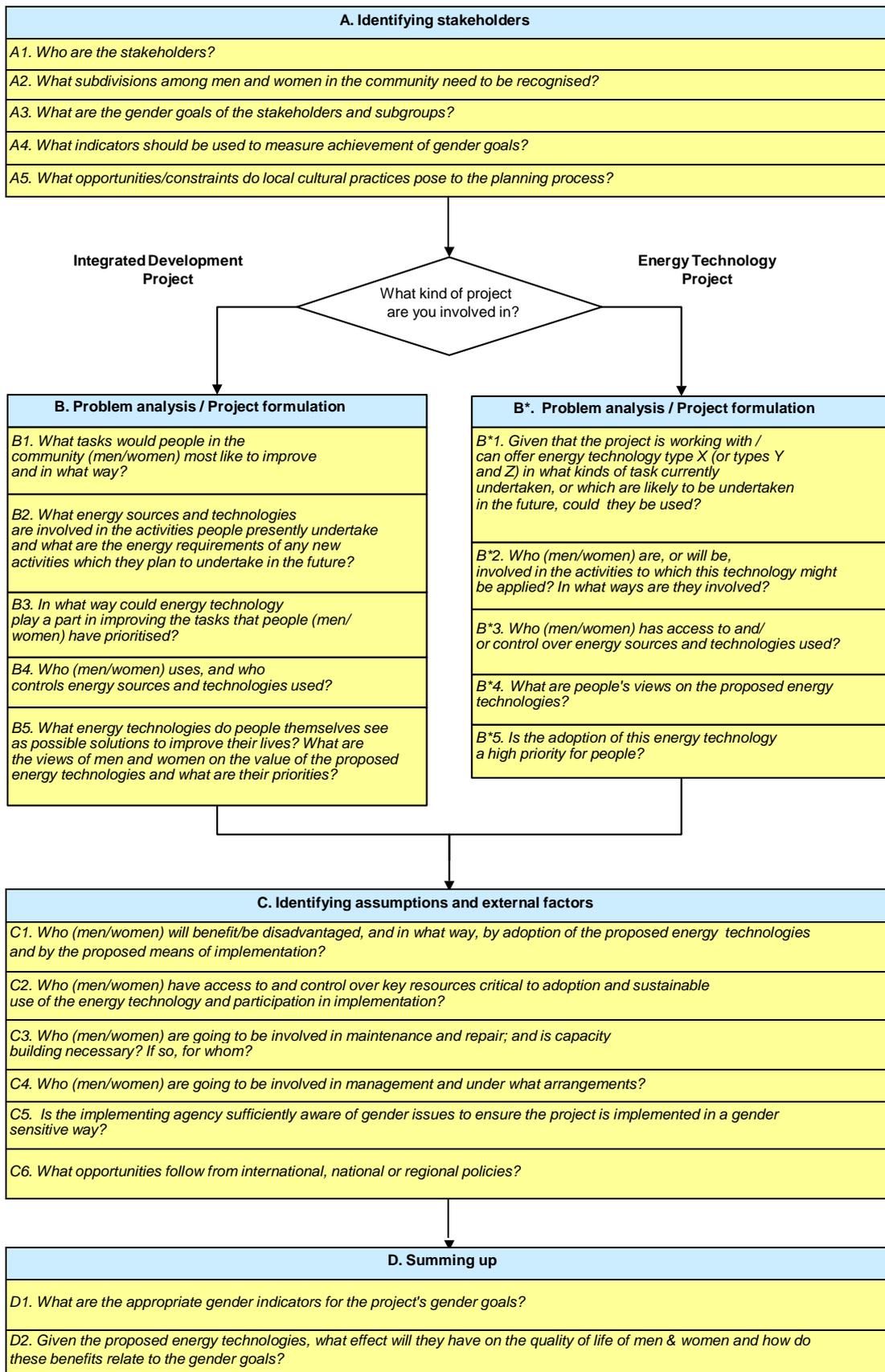
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## The ENERGIA Gender Planning Framework



## Exercise

For this assignment the facilitator will organise you into working groups.

In the box you will find an extract from the Energy Policy of an African State which addresses gender issues (alternatively the facilitator may provide you with an extract from your own Energy Policy). Using the questions below (which are from the quick scan in Table 2) make a gender analysis of the energy policy. Some questions you may not be able to answer. These should be noted since they form gender gaps in the policy.

You have 30 minutes. The facilitator will ask you to present your analysis in plenary.

Energy Policy Issues	Checklist of Gender Related Questions
Overall	Conduct a quick search and indicate how many times the following key words are mentioned in the document: gender, women, men, women’s empowerment, gender mainstreaming, and gender equality, female-headed household, men’s participation, women’s participation, women’s income generation, men’s income generation.
Policy vision and goals	<input type="checkbox"/> Is promoting gender equality and women’s empowerment included as one of the policy goals? <input type="checkbox"/> Do the policy goals contribute to correcting gender imbalances through addressing practical and/or, productive and/or strategic needs of men and women?
Supply and Demand	<input type="checkbox"/> Are gender constraints and other gender issues considered in: energy production/supply by source and energy demand and consumption by sector? <input type="checkbox"/> Has the data on these been analysed for gender differences that may affect achievement of policy objectives? <input type="checkbox"/> How does the energy policy combine energy needs with gender needs in order to address gender inequalities in access, availability and affordability of energy services?
Target groups	<input type="checkbox"/> Are the target “beneficiaries” of the energy policy identified by gender, ethnicity, age, and socioeconomic status?
Policy measures	<input type="checkbox"/> Do the policy measures consider the potentially differential benefits/impact on men and women to increased access and affordability to energy services especially: <ul style="list-style-type: none"> <li>• extension of power grids,</li> <li>• promotion of renewable technologies and decentralised small-scale energy systems</li> <li>• increased availability of liquefied petroleum gas (LPG) and Kerosene</li> <li>• sustainable use of biomass and biomass based technologies, etc</li> <li>• increase extraction and supply of oil and gas</li> </ul> <input type="checkbox"/> Has the potential negative impact of the policy measures been considered (e.g/ potential increased burden on women or social isolation of men)? <input type="checkbox"/> Do the modalities of implementation of the measures reflect the integration of gender roles and strategic, productive and practical gender needs?

	<input type="checkbox"/> Do the modalities of implementation reflect separate measures to empower women?
Energy statistics, data and indicators	<input type="checkbox"/> Was the analysis of sex disaggregated data and gender statistic used in the formulation the policy?
International, Regional & National Context	<input type="checkbox"/> Is the energy policy informed and taking into account (e.g. setting priorities, partnering etc.) the international UN conventions on Gender Equality? <input type="checkbox"/> Is the energy policy informed and taking into account regional conventions (e.g. African Women’s Protocol)? <input type="checkbox"/> Is the energy policy informed by national policy on Gender Equality, legislative frameworks on Women Rights/Gender Equality and gender in the PRSP or national development plans?

### Energy Policy Extract

As is typical in developing countries [in our country there is] limited access to modern fuels and electricity contributes to gender inequality. Women and children are responsible for most household cooking, gathering firewood or making charcoal, and fetching water. This takes time away from other productive activities as well as from educational and social participation.

Access to modern fuels eases the domestic burden on women and children, reducing the strain on their health and allowing them to pursue educational, economic, and other opportunities. Modern energy services allow health clinics to refrigerate vaccines, treat patients at night, and educate via television and radio. Improvements in health raise human productivity, which in turn raises incomes. Access to electricity also leads to significant reductions in maternal mortality. Women who have no opportunity for school during the daytime can take advantage of night literacy classes, which require electricity to function.

Economic productivity can increase significantly once women and children are free from the daily burdens of fetching firewood, making charcoal, and walking long distances to fetch water. They can become gainfully employed in industries such as tailoring, which makes use of electric sewing machines, and other cottage industries such as small bakeries, canteens, and laundry services, which require very little electricity yet can transform lives. Women can also become active in the development of rural energy services around the country, as well as carrying out marketing campaigns and teaching others about new lighting, cooking, and other technologies.

It is vital to identify and mitigate the negative impacts arising from the differentiated social and economic roles of men and women in the context of energy policy. Millennium Development Goal 3 addresses "promoting gender equality and women's empowerment." The Government will need to ensure that provision of energy services is targeted at narrowing the opportunity gap between men and women. Although the GOL has a ministry dedicated to gender affairs, it has no program or capacity to address energy-related gender issues. The Ministry of Energy, which should take a lead role in developing and implementing appropriate policies to address these important considerations, does not currently have the necessary resources to do so.

## **Appendix 1: Participatory tools for qualitative data gathering**

This appendix contains some information on how to conduct focus group discussions and other common participatory tools which are used as tools for gathering mainly qualitative data. These approaches can be used in combination with quantitative household surveys. Qualitative data do not replace quantitative data entirely but they should complement each other. Each has its own advantages and disadvantages and most appropriate applications. Qualitative methods are particularly useful for dealing with sensitive issues, such as political influence within a community or ownership of project resources, and thus also for many gender issues, that are not necessary for obviously quantitative information, such as energy use. Qualitative data can, if necessary, be quantified at some stage in the analysis. Qualitative surveys can be carried out before quantitative surveys to help formulate and pre-test questionnaires, or after a quantitative survey to follow-up interesting lines of enquiry. Qualitative surveys can help identify the most significant energy end-uses at the household and non-household level (agriculture, village enterprises, transport and utilities).

Before any energy field survey is undertaken it is necessary to characterise the population and area to be surveyed, identifying the different socio-economic groups, including their differentiation by agro-ecological zones and farming systems. It is important to recognise the strong linkage between agriculture and other rural activities, which in turn influence the form and amount of energy used. Next, the user groups can be identified. Gender is a very important way of disaggregating the target population, but it is of course only one means of classifying user groups. As has been noted earlier, it may be necessary to disaggregate men and women into subgroups if they have very different needs and potentials. Qualitative methods can then be used to identify significant energy end-uses and the possibilities for interventions. Initial surveys should deal with factual information. A rapport between the interviewer and interviewee needs to be established before complex social processes and private family relationships are discussed.

To ensure that gender aspects are incorporated into the data gathering, the survey team itself should preferably have a good gender division, as well as being multi-disciplinary. The responses to the gender of a survey team members by villagers is highly culturally dependent. Women team members should help to facilitate getting women involved in questions/discussion/interviews. However, it is not always the case that women team members get automatic access to wives. Young, single people are not always taken seriously in all cultures. On the other hand older people (and sometimes expatriates) are treated with such veneration it might be difficult for them to make contact with all social groups or develop a level of trust with them. Women team members are certainly not always rejected by male villagers. Some female researchers claim that their status as professionals allows them to be treated in a different way from village women.

The tools described here were developed for use in rural areas. Some researchers have expressed reservations as to whether or not the tools which require input from a group are as effective in urban settings where people do not have the same type of relationship with others as they do in rural areas. However, in-depth household interviews are considered to work in both urban and rural settings.

### **In-depth household interviews**

Household surveys are probably the most well-known data tool, and they involve interviews with members of a household. Naturally where gender is a concern, care must be taken that women's views are heard as well as men's. In a family with a male head of household, often interviews begin with him and continue with other members (including wife or wives). However, if the man is present at the wife's interview, there is often a problem either because she does not like to speak up in front of him and allows him to answer for her, or because she gives the answers she thinks he will want to

hear. One way around this is to have two interviewers working simultaneously with male and female members of the household, at different places in the compound or house. Ideally, a woman interviewer would interview the women and vice versa, but this is not always necessary. Interviews can be as a group or on an individual basis - the latter might avoid domination of the discussion by one member. Even within a group of women, there can be deference paid by junior members to the opinions of the senior wife, for example.

Household composition can be complex indeed there is no accepted standard definition of a household. In many cultural settings households can be seen to share common features (such as co-residence, joint production, shared consumption, and kinship links); however, anthropologists would caution that even within cultures there are possibilities for diversity. Households are also dynamic. The composition changes over time, through natural life processes of birth, marriage and death – but also temporary relocation for a range of reasons such as schooling or employment. In many cultures the man is regarded as a head of the household, even if he is working away from home. So a woman can be the actually head of a household, if there is no senior male family member who is part of the household, or she can be the temporary head in her husband's absence. Both situations can bring different challenges. There are also increasingly child headed households. Therefore in order to get an accurate reflection of the situation it is very important that not only households with the male head in residence are interviewed.

A structured questionnaire is easy for the interviewer to work with - the questions are all set out - and the results can be directly compared from household to household, and easily tabulated (even computerised). On the other hand it limits the possibilities for gathering rich data, and does not allow interesting avenues to be explored should they suddenly become apparent. An example of a structured questionnaire can be found in Appendix 2.

If the sample size is not too big therefore, it is recommended that semi-structured methods are used. Interviewing starts with more general questions or topics which have been identified before-hand, for example stoves or grain milling, and some relevant issues such as availability, expense, effectiveness which can form the basis for more specific questions which do not need to be prepared in advance. The advantage is that it allows for flexibility to discuss details or issues. The conversation can go in any direction the interviewer wants, provided he/she knows roughly what topics might be of interest.

The art of doing semi-structured interviews is firstly in listening very carefully, and understanding not only the words that the interviewee says, but finding out why certain answers are given, and knowing when to press the interviewee for a bit more detail. This is known as 'probing', and it can only be done if the interviewer has some ideas already in the back of his/her mind about why certain answers are being given. If the first question is 'where do you go to gather fuelwood?' and the answer is 'I go to a forest about 6 km away', the probing question is then 'why do you go to that forest particularly, it is a long way?'; the answer may be, 'there is enough wood there, I don't get into trouble if I gather there', and the second probing question might be 'what sort of trouble do you get if you go elsewhere?' and so on. A semi-structured interview should aim at a conversational, two-way communication; the interviewee should not only feel free to ask questions back to the interviewer, but that he or she is actually in a debate or discussion with the interviewer, a debate in which all kinds of opinions can be voiced and discussed.

For semi-structured interviews a framework for guiding the interview is needed otherwise the information may be too general to be of any use for the intended purpose. The framework could be in the form of a matrix, for example:

Activity	Awareness of energy technology options	Problems	Suggestions
Grain milling		Questions about problems with milling	
Beer brewing			
Water collection etc	Questions about awareness of tech options		

Only brief notes should be taken during the interview. Too much writing will inhibit the conversation and make it more formal and one sided. Ideally the interviewer should then immediately spend at least a quarter of an hour writing up in more detail the main things that have been learned as a result of the interview. If you go on instead right away to the next house for a second interview, much of your impression of the first interview will be lost.

### Focus Groups

A focus group should consist of a homogeneous group of people based on a common characteristic eg fishermen, women street vendors. Depending on the community you may be able to hold a focus group of women and men together but one should precede this with separate women and men's meetings. If there are too great a degree of variation, discussion can be too one sided, for example,

A group is anything from 5 to 15 individuals (not more). You will need to identify your group(s), usually through a key informant who knows the community well. You then need to organise a meeting that is at a time convenient to the group not to you. Remember women are particularly time poor. If the meeting is after dark you will need to give some thought as to how women will get to and from the meeting.

Be clear what the purpose of the focus discussion group is about. Do not raise expectations that participants can expect to benefit directly as an outcome of participating the meeting. The aim is to gauge people's opinions only. Indicate the length of the meeting (maximum 2 hours – people get bored if it goes on too long).

Make a list of the questions you want to bring to the discussion or issues about which you need information. Consider carefully how you will express these questions (do not use terms like 'empowerment' and 'efficiency' which will clearly not be understood). It is a good idea to try out the wording of your questions with someone who is familiar with the village, before the session takes place. Use concrete terms rather than abstract ones and always have examples from the local context to explain any terms you using.

Identify, possibly with the help of village leaders, suitable candidates who are willing to take part in the focus group. Verify that they are indeed members of the group intended. Arrange a time which is convenient for the participants, and schedule about 2 hours. It is particularly important to check when women can attend since they are generally more time poor than men.

Make sure the meeting place is reasonably comfortable and provide some refreshments (eg cool drinks).

The facilitator should make it clear by seating position and body language that he/she is there as facilitator and not as leader of the discussion. It may be sensible to use female facilitators in female groups and vice versa but this is not always necessary. The facilitator should have a good grasp of the local language, or have a translator on hand who is sensitive to the gender issues being discussed. Note that women are less likely to speak the national language than men.

Someone should take notes. This could be a colleague of the facilitator, or one of the group members (if the group is large and if there are people who are really skilled at note taking). If the facilitator doubts the ability of the note-taker, he/she can interrupt the discussion occasionally by saying to the group "I think that's an important point, don't you? Shall we ask XXXX (the note-taker) to record that?" The note taker should read out the notes before the session ends, so that people can make comments and corrections.

Introduce the session by explaining in general terms what the discussion is going to be about and why it is being carried out; also why this particular group of people has been chosen (mention that other groups are also discussing the same issues elsewhere or at other times).

Start with a general question which is easy to discuss (not necessarily a simple question, which can be answered with a yes or a no – the idea is to get people used to the idea of discussing). Do not start with a controversial issue. If you have controversial issues leave these till later or even to another session, when people are used to the idea and to you.

Encourage different points of view and explore the reasons behind these to find out whether they are really differences of opinion, or just different ways of using words.

If one or two people begin to take over most of the conversation while others remain quiet, trying to bring this more into balance. You can quite openly say, "Mrs X has contributed a lot of useful ideas to the discussion, but I would really be interested to hear also what Mrs Y has to say". Do not blame people for not speaking up.

If some people really persist in silence, you need to find out whether this is because they disagree with the way the discussion is going but are afraid to contradict. You cannot do this during the session itself; do not embarrass people by asking such a question, especially not in public. Another reason could be that they really do not understand the issues that are being discussed. It is also possible to ask a key informant with knowledge of the community (eg teacher) for clarification.

People also use "body language" to express disagreement, for example, quiet laughter or shuffling in their seats.

You can use a variety of PRA methods within a focus group, such as priority ranking and pebble ranking. The Box below gives examples of questions used with focus groups at a participatory workshop to identify gender needs and gaps in the energy policy of Liberia<sup>9</sup>.

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<sup>9</sup> Workshop, held with financial assistance from Norad, to identify needs and gaps for gender mainstreaming in the Liberia energy sector, Monrovia, 24 November 2011. Some of the output in response to these questions can be found in the Unit Why is gender important in energy policy?

### Questions used with a Focus Group Workshop for Women and Men from Monrovia, Liberia

One of the assignments during the workshop was to divide the group of around 25 participants into four groups: one women's group, one men's group and two mixed groups. They were then asked to answer the following questions:

1. What types of fuels do you use for cooking?
2. What types of fuels do you use for lighting?
3. What fuels do you use in undertaking business activity?
4. What fuels are used to provide community services? (eg safety at night, clinics, schools, entertainment)
5. Any others?
6. Have there been changes in the above uses over time? And why?
7. What problems do you have in relation to the fuels you use?
8. What fuels do you want to use to improve your life?
9. Any other issues/concerns/comments?

### Priority ranking

Priority ranking is a very simple way of getting people to say which things are more important and which are less important. The number of items should not be more than five (with more than five the technique does not work well, and pebble ranking is a better method).

First of all the items which have to be ranked are discussed so that it is absolutely clear to people what they are. For example, women might be asked which task takes up most of their time: preparing grains, cooking, fetching firewood, fetching water, working in the field. First some discussion may be needed to ensure that the differences between these activities are distinct. This may not always be the case: for example, firewood may be fetched on the way home for working in the fields; preparing grains may be considered part of cooking (eg parboiling of rice). This has first to be sorted out.

Then each activity is indicated by a symbol: perhaps a cooking pot for cooking, a small bag of flour for preparing grains, a twig for fetching firewood etc.

Discussion then starts about: "which is the most time consuming?" The groups must collectively decide which this is, and place the symbol on a flat surface (the ground or a table). Then ask what the least time consuming activity is and place the symbol for this activity at the opposite end of the space.

Pick up one of the remaining symbols and ask where this should go. There will always be discussion at this stage – but by this time people will have got the idea, and the remaining 3 symbols will be placed in their correct order between the two extreme ones. If the group is really on the ball, they might even space out the symbols to represent the relative differences in time taken!

This technique can also be used for questions of value: for example, priorities between different wishes for the future: What is more important; a new school building, a clinic, a public telephone or street lighting.

Or for preferences with regard to close substitutes for each other: for example, different models of improved stoves.

The trick with using this kind of technique is to get people not just to make the ranking but to explain their reasons for the ranking.

The note-taker should note the final ranking and also the reasons that were given.

### **Pebble ranking**

Pebble ranking is useful when there are more than five items to consider.

Again symbols are agreed which represent the items to be ranked. For example, the importance of different fuels (how often each type of fuel is used for cooking). In the worked example given in Unit 2.3, there were seven different types of fuel being used in the village.

The symbols representing the items are lined up in any order, in a straight line.

The group is given a small bucket full of pebbles of approximately the same size (any other counters will do just as well: grains of maize would do, but slightly larger, heavier and more visible counters, which will not blow away or get eaten by a passing chicken are to be preferred).

If there are seven items, the group is asked first to take seven pebbles out of the bucket and place them all beside the item which is most important. Allow time for discussion about this.

Then ask the group to take out six, and place them all by the second most important item, and so on.

This method gives simple ranks. If several different focus groups perform this exercise, it may be possible to combine the results. This is what was done in the example given in the worked example on the different kinds of fuel used. In that example, there were six groups each of which made a ranking of seven types of fuel. The results for each fuel were simply summed across all the groups.

A variation on this method which is a little more sophisticated but which may give more reliable quantitative results, is to give the group a fixed number of pebbles, say 100, and ask them to distribute them over the various items so as to represent the relative importance of each of them. Thus if one item gets 20 pebbles and one gets 10, one is saying that the second is only half as important as the first.

### **Village meetings**

Although focus groups are very helpful and informative, there will be cases when meetings involving a whole community need to be held.

The difficulty in such meetings is (a) that they are usually more formal than focus group meetings and (b) often, large numbers of people will not contribute to the discussion but wait for the 'elders and betters' to do the talking. Women in particular might feel reluctant to speak. This is just the way things go normally and you cannot do much about it.

Village meetings are particularly useful at the beginning of the process, to legitimate the whole process that you are beginning: they are a kind of protocol which is necessary to start work, and if you have not had such a meeting, at which normally the village leaders preside, people may not be willing to participate in focus group type meetings later. Such a meeting is necessary to give the villager leaders blessing to the work and to inform the villagers what the whole thing is about.

Village meetings are also very useful at the end of the process, to present the findings, and to allow people to discuss these findings and make adjustments in them.

With more than 20 people or so it is difficult to use PRA techniques so you have to rely on simple old fashioned presentation and discussion.

### **Village mapping**

For some aspects of village energy planning a map may be very useful. In most cases there is no detailed map of the village which shows the relevant resources.

For example, if the aim is to improve the supplies of firewood, it may be necessary to know where firewood at present comes from.

Participatory mapping is best done outside in a flat, sandy (preferably shady!) area. The facilitator draws one or two (only one or two) highly recognisable land marks on the sand – for example, the road that runs through the village, with the mosque (symbolised perhaps by a stone) and the café at the other end (represented by a coke bottle).

Participants are then asked to place symbols for other landmarks – their houses, the river, the well etc, in the immediate vicinity of the village. Different people should be asked to do this – do not let one well-meaning individual do all the work.

Then ask where the fuel wood comes from and use twigs to cover the area indicated. The facilitator should try and check the accuracy of the scale of the map by asking: how far is it? How long does it take to walk to that area? And then pointing out the distance between the mosque/church/temple and the café/health centre/school for reference. Absolute accuracy will never be obtained, but some sense of order of magnitude as regards distances is not hard to get, in this kind of exercise.

This might also be useful for getting indications of where things might in the future be placed, for example, if the project is planning to start a woodlot, the location of this can be debated with the help of the map.

Areas of forest or other land which need special attention – eg degraded areas, can also be identified in this way.

An alternative is (if they are available) to use aerial photographs (not remote sensing satellite images which are confusing and too small scale). Air photos especially if they are blown up to 1:10,000 or so can easily be understood by people who have had no experience of them at all. Allow time for the group to orientate themselves – “here’s the road.... There’s the river.....that must be the reservoir! Etc. Such aids can be very stimulating because they are intrinsically interesting and challenging. People like challenges of this sort.

If you have a duplicate photograph, it is a nice "thank you" gesture to make it a present to the village.

## Appendix 2: Gender disaggregated energy base line survey

This survey protocol was developed for the AFREA Gender and Energy Programme. It is based on World Bank Working Paper No. 90: Energy Policies and Multi-topic Household Surveys: Guidelines for Questionnaire Design in Living Standards Measurement Studies. [It is recommended that you read this publication which was developed for ESMAP.] It has been tested in Kenya, Mali and Tanzania<sup>10</sup>.

The baseline data collected will help to assess which energy services are being used for a number of common household activities and income generating activities. The example of productive activities is based on agriculture in a rural setting. However, productive activities can be tailored to fit the local context. The later impacts survey will measure trends in transition to modern energy services and more efficient conversion technologies rather than absolutes.

There are five tables:

- Table 1: identifies what the main household and productive activities are for a rural household, who does them and what energy technologies and services are used.
- Table 2: identifies who takes the decisions. Who decides about acquisition and use is important in determining energy transitions and the improvements in intra-household well-being, as well as to who benefits.
- Table 3: identifies who benefits and who decides about introducing a new energy service.
- Table 4: gathers standard data about the type(s) of energy used in a community service, what it is used for and who uses it.
- Table 5: identifies who uses and who has control over the public services in the community.

Indications of changes in gender relations, linked to women's empowerment, can be seen if men become involved in household tasks (there is evidence for this in the World Bank EnPoGen study which showed this transition when electric equipment, such as irons, were bought). Women having control over income and opting to purchase modern energy carriers would not only result in impacts on well-being but can be interpreted as signs of their empowerment.

Asking men and women about their perceptions of change brought about by energy carriers is useful to cross-reference interpretations of data. In compiling the data a number of assumptions are made about the use of energy services:

### Household activities

- The use of biomass for cooking (unless in an improved stove or used outside) will be assumed to be bad for women and children's health.
- The use of kerosene for cooking and lighting will be assumed to be bad for women and children's health but less so than biomass
- The use of modern energy carriers for cooking and lighting (LPG, biogas, electricity) will be assumed to be good for women and children's health
- Health improvements for the household are assumed to accrue from reduction in drudgery, reduction in time poverty, increased time for rest, improved quality of food & drinking water.

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<sup>10</sup> The data gathering in World Bank Working Paper P 90 is primarily quantitative related to amounts of energy carriers used and the price paid or time taken to collect fuels. Questions are posed in a gender neutral way. For example, while data is gathered about time taken to gather or fetch fuels, the question about who collects the fuel is only asked for fuelwood. Therefore the tables included here were designed to supplement the module in WP90 for use by the AFREA SWAT Team which collects data related to gender issues in rural energy. The AFREA module can be used in combination with the module WP 90 or as a standalone assignment.

#### Productive activities

- Household incomes will be assumed to increase if irrigation or mechanisation is introduced into the farming system
- Electricity or LPG will be assumed to enable new income generating activities or in existing activities improve productivity (increased output or quality improvements).
- Household income based on marketing of traditional energy carriers being threatened by transition to modern energy carriers.

#### Indicators

- Proxy indicators are used for well-being measured in terms of impacts on:
- Drudgery (access to modern energy carriers and technologies)
- Time to collect energy carrier
- Rest (due to reduction in time poverty)
- Improved quality of food (through mechanical or electrical processing technologies & storage),
- Health (energy carrier transitions)
- Perceptions of change (new energy carrier technologies bringing changes)

#### Household income

- Income improvements through irrigation, mechanisation, electricity use
- Income threats through transition to modern energy carriers

#### Changes in gender relations

- Women buying modern energy carriers
- Men participating in household activities

### **Adapting the tables**

The categories need to be adjusted to reflect the energy carriers available in the country as well as the types of activities to be surveyed.

### **Tips on data collection**

- The data collection team should have good gender balance and should receive gender-sensitive training.
- Qualitative data should be used to complement quantitative data.
- Developing partnerships with different groups, women's groups, NGOs, research institutes can be useful for data collection, particularly related to monitoring and evaluation. Such an approach also helps to build local capacity.

Table 1

Energy services	T1 Who does this activity?			Form of energy		Indicate which is the main form of energy for an activity & which is supplementary (M/S)							Electricity					
	Men	Women	Children	Technology used T2	Human or Animal <sup>11</sup> T3	Firewood T4	Charcoal T5	Agro waste T6	Biogas T7	LPG T8	Kerosene T9	Petrol T10	Diesel T11	Grid 12	Solar Home System &/or solar lantern T13	Generator T14	Batteries	
																	Dry cell T15	Car T16
Household activities																		
Food preparation																		
Grain and legumes preparation																		
Obtaining water																		
Cooking																		
Boiling water																		
Storing food																		
Other																		
Heating																		
Lighting																		
Ironing																		
Study/Homework																		
Watching TV/films; listening radio																		
Reading																		
Entertaining																		
Productive activities																		
Agriculture																		
Field work																		

<sup>11</sup> Human and animals means work done by their physical effort (known respectively as metabolic and animate energy)

Irrigation																		
Transport of crops																		
Processing of crops																		
Livestock																		
Preparation of food																		
Milking																		
Non-agricultural production																		
Products made for sale, e.g. beer, food, clothes																		
Production of charcoal for sale																		
Collecting of firewood/ agrowastes for sale																		

Table 2

Energy services	For the <u>main energy type only</u> for each activity												
	W1	W2	W3	W4	W5	W6	W7	W8	W9	W10	W11	W12	W13
	Who decides on energy type & technology?	What is the typical price your household pays per unit?	How many units did your household buy in the last 30 days?	Who pays?	Who decides how much & when to purchase?	Where is energy obtained from?	Who is responsible for its collection ?	What form of transport is used?	What is the one-way distance travelled to collect it?	How long does the one-way journey take?	Has the main energy type for the activity changed in the last 3 years?	Why did you change?	Has the change brought improvements to your life or your family's life?
Household activities													
Food preparation													
Grain and legumes preparation													
Obtaining water													
Cooking													
Boiling water													
Storing food													
Other													
Heating													
Lighting													
Ironing													
Study/Homework													
Watching TV/films; listening radio													
Reading													
Entertaining													
Productive activities													
Agriculture													
Field work													
Irrigation													
Transport of crops													
Processing of crops													

Livestock													
Preparation of food													
Milking													
Non-agricultural production													
Products made for sale, e.g. beer, crafts													
Production of charcoal for sale													
Collecting of firewood/ agrowastes for sale													

Table 3: Energy and community services

Facilities	Does the community have this facility?	Who uses this facility? For what purpose?			Form of energy: (i) which is the main form of energy in the facility & which is supplementary (M/S) (ii) indicate what it is used for (cooking/water boiling/lighting/space heating or cooling/refrigeration/entertainment/driving equipment/other)											
		Men	Women	Children	Electricity					Biomass				Petroleum based		
					Grid	Solar Home System &/or solar lantern	Generator	Batteries		Firewood	Charcoal	Agro waste	Biogas	LPG	Kerosene	Candles
							Dry cell	Car								
Health clinic					(i)											
					(ii)											
Post Office																
School																
Community Centre																
Local Government Office																
Grain mill																
Bakery																
Grocery Shop																
Barber/hairdresser																
Church/mosque/temple																

Street lighting																		
Water pump (may be hand or animal operated)																		
Telephone																		
Other ....																		

Table 4: Benefits from existing community facilities

This table should be completed for each existing public facility.

Control	Men	Women
<b>Acquisition</b>		
• Who was the driving force behind the facility (e.g. community members, NGOs, government)?		
• Who was involved in setting up / design of the facility?		
• Who has paid/is paying for the facility?		
• What energy technologies were available, and why was this one chosen?		
<b>Access and benefits</b>		
• Who owns the facility (private, community, government)?		
• Is there a management committee and if so who is represented on it?		
• Who appoints or elects the management committee/board?		
• What benefits does it bring and for whom?		

• Who decides on location?		
• Are there any negative aspects?		
Maintenance		
• Who is responsible for maintenance?		
• Who has access to resources necessary for maintenance?		

Table 5: Who benefits and who decides about introducing a new energy service

If a new energy technology is to be introduced then an analysis needs to be made to ensure that both men and women benefit from the technology, not only in terms of the end-use energy service but also in any opportunities that might arise such as improving knowledge and skills and employment opportunities. The knowledge and skills questions are also useful for training needs assessment.

	Men	Women
Access		
Whose (men's or women's) problems does the energy technology or service solve?		
Who (men or women) will benefit the most from it?		
If there is to be a charge for the facility, who (men or women) will be able to afford to use it?		
Control		
Who decides whether to adopt the technology (men or women)		
Who will be the 'owner' of the technology/service (man or woman)		
Who decides which model or type (men or women)		
Who decides where it will be located?		
Who chooses (and pays for) any ancillary equipment or appliances?		
Who is in contact with the supplier?		
Knowledge and skills		
Who (men or women) has the knowledge and skills to:		
• Use the equipment		
• Manage the system		
• Install the equipment		

• Maintain the equipment		
• Understand and explain the safety aspects of the equipment		
Who (men or women) is going to be trained to:		
• Use the equipment		
• Manage the system		
• Install the equipment		
• Maintain the equipment		
• Understand the safety aspects of the equipment		

## **UNIT 4**

# **SOCIAL AND GENDER ISSUES IN ENERGY INFRASTRUCTURE, PETROLEUM AND MINING**

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**Aim of the unit:** To develop understanding of the gender dimensions of energy infrastructure development and petroleum sector activities

**Learning objectives:** After completing the topic, the participant should be able to:

- identify gender issues in energy infrastructure development and petroleum sector activities;
- explain to others key areas of concern;
- propose measures to prevent problems

**Time schedule:** Approximately 2.5 hours total

- Background information: 1 hour, 15 minutes
- Discussion questions: 30 minutes
- Exercise 1: 15 minutes
- Exercise 2: 30 minutes

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### **I. Scope of this module**

This module presents the gender issues in large-scale energy infrastructure development, covering electric power generation and transmission, and the extractive industries related to the energy sector (coal mining and upstream petroleum). It focuses on the local effects and impacts of infrastructure development and operation, viewed through a gender lens:

1. Electric power infrastructure:  
Construction and operation of:
  - Generation plants, including hydropower dams and reservoirs
  - Substations
  - Transmission lines
  
2. Extractive industries (EI):
  - a) Upstream petroleum  
Construction and operation (onshore and offshore) of:
    - drilling rigs and wells
    - supply bases and storage
    - pipelines
  
  - b) Mining
    - extraction and storage
    - transportation
    - processing
    - Artisanal and Small-scale Mining (ASM)

This unit deals mainly with the construction and operation of facilities to produce energy. It does not include access to or distribution of products, nor small-scale technologies such as solar and wind. Institutional and employment equity issues are covered in other units.

## **II. Social and gender impacts on local communities of infrastructure development and extractive industries**

The development of large-scale energy infrastructure and the arrival of extractive industries can have broad and deep impacts on the economic, social, and environmental situations of the communities involved. They can bring many positive changes to the communities affected, but also have the potential to create major problems. Because of important differences in men's and women's roles, work, and relationships in their families and in their communities, these changes can have very different effects on men and on women. Without an understanding of the differences in communities between men and women in various groups (such as income and ethnic groups), efforts for mitigating disruptions and negative impacts cannot be effective.

Impacts on men and women may be direct – changes resulting directly from a dam, drilling rigs or mines – or indirect – changes that are consequences of these new activities.

The differences in impacts on women and men can be categorised as follows:

1. economic changes;
2. disruptions in natural ecosystems and livelihoods depending on them;
3. social changes and community disruptions;
4. population displacements and resettlement.

Each category will be discussed in the following sub-sections.

### **1. Economic changes**

The development of energy infrastructure and the extractive industries can create a host of new jobs, sometimes at the expense of existing jobs (as in cases of the conversion of agricultural land), but these jobs go primarily to men, and to skilled workers and professionals coming from outside the community. Even jobs for unskilled local workers are primarily given to men. Discrimination against women can be partly due to companies' efforts to be culturally sensitive to local traditional values and practices. Hiring is often done through local leaders or officials who are almost always male and who hire men.

As governments and companies recognize the importance of improving benefits for local communities, companies are increasingly using local suppliers. Mining can have a significant multiplier impact on employment, generally in the range of 2-4 jobs, and estimates for oil and gas indicate that for every job created directly by a petroleum operator, there are 1 to 4 indirect jobs created. These indirect jobs are often in women's traditional areas of work, such as catering and food supply, laundry, clothing, financial services and clerical support.

Traditional economic assumptions of a household unit where the male head of the household is the main income earner, that his income will be passed on to his family, and will be sufficient for their wellbeing, are often misleading. Wages are typically paid directly to men, but men do not necessarily pass their earnings on to their wives to pay for household expenses, nor do they prioritize spending on education, health, and nutrition in the same ways that women typically do. Rather, increased access to cash can result in some men's increased spending on alcohol, cigarettes, prostitution, and gambling, which have negative impacts on their families, often including an increase in domestic violence.

The introduction of extractive industries can lead to inflation, so even while formal employment rates may increase, women are often forced into a position of reduced resources and higher expenses. Women generally make up the majority of the most vulnerable in the community who are least able to afford increased prices or to negotiate as to how community resources should be spent. On the other hand, women may benefit from improved access to markets using newly constructed roads that create new opportunities for selling and buying goods in the market.

Discussion question: Is this your experience of the introduction of extractive industries?

## **2. Natural ecosystems and livelihoods depending on them**

Infrastructure development and the extractive industries have major environmental impacts on the communities in which they take place, with different impacts for men and women. Forests are cut to make way for new roads, rivers are dammed and farmland and water sources are taken over for productive purposes, changing livelihoods and access to water, food, and firewood.

Since women are mainly responsible for gathering food, water, and firewood for their families, the decreased availability and quality of these resources, due to biophysical changes associated with infrastructure development and extractive industries, can mean tasks take much longer and can inhibit women and girls' abilities to go to school or do other tasks. Where women work in agriculture, collect water, or do laundry in rivers, pollution can jeopardize their health.

Most rural livelihoods in agricultural communities depend on natural ecosystems, and when these are disrupted, livelihoods can suffer or even be destroyed. Changes in land use can decrease the land available for subsistence agriculture and can cut off access to resources, which reduces food and fuelwood supply and thus women's ability to feed their families, resulting in nutritional deficiencies and related health consequences. Where pollutants or conversion of land as part of energy resource development means that clean water is less accessible, basic tasks such as washing clothes and cooking food become more arduous. Even worse, children and family members may be sickened by dirty water, meaning that mothers must then devote more time to seeking and giving family health care, taking time away from income generation, farming, or other needed tasks.

If they lose traditional livelihoods and are excluded from new opportunities, women may be neither able to meet the needs the land once served – i.e. water and food – nor to offset the loss with compensation or EI-related employment. For women living or working on land as tenants, this situation is even graver, as they have even less options when the land is converted for EI use. When both formal and subsistence agricultural opportunities for women disappear, women may have no choice but to leave the area or to take low-wage, menial and insecure jobs or even prostitution to survive.

Discussion question: Have you heard of these types of issues and gender differences in your work areas?

## **3. Social changes and community disruptions**

Depending on the scale and type of construction, energy infrastructure development can make enormous changes in the organisation and dynamics of affected communities. The availability of well-paid jobs and increased access to the outside world through roads, telecommunications and new information offer many new possibilities and opportunities, which have different impacts, positive and negative, on local government, relationships between various social groups and how people (men and women) live.

The influx of large numbers of male workers, for example, is associated with increased use of alcohol, gambling and prostitution. The negative impacts of these activities fall mainly on women and girls, through attraction to sex work, rising rates of HIV/AIDS and other sexually transmitted diseases. Not only are women at particular risk, they are also typically responsible for the greatest burden of care when a family member becomes sick.

Energy infrastructure and EI can also change the gender dynamics of a community. Where men have increasing access to formal employment and decision-making spheres, women can become marginalized, with little say on how resources should be used. Traditionally, they may not be included in public decision-making, so special attention and efforts are usually needed to hear their concerns and inputs, and to mobilize their contributions to community development efforts.

Discussion point: Do you think these types of effects are the responsibility of the MoE/MIREM? What can the Ministries be expected to do?

#### **4. Population displacements and compensation for land use**

One of the most serious impacts of large energy development and extractive industries is taking over land and relocating people to make way for new facilities: power plants, refineries, transmission lines, mines, etc. This section covers the main gender-related issues involved in population displacement and compensation for land use: involuntary relocation to new settlements, compensation issues, and negotiating with project proponents. (See Appendix 3 for more details)

It is very difficult to relocate people without damaging their livelihoods and wellbeing, and must therefore be avoided unless absolutely necessary. When communities or individuals are forcibly moved, their production systems are dismantled, kinship groups may be scattered, jobs may be lost and social networks may collapse, leading to many other socio-economic and health problems. Women often suffer disproportionately due to loss of their use of fertile land, forest and water resources, and the kin and social networks they depend on for support.

Some types of projects, especially transmission lines, require a “right-of-way” (or “way leave” in some countries) over land used to construct, maintain, or replace equipment, such as overhead or underground power lines. The right-of-way is usually obtained through an “easement” from the property owner, which is a legal document granting the utility or agency a permanent right to use land for a specific purpose. Compensation is paid to the property owner. Where rights-of-way allow current uses of land to continue, they do not interfere with current use, but it is not known to what extent the construction and maintenance of overhead lines affect women’s food production and access to natural resources (water and forests).

In many countries, men are typically the land titleholders and are therefore the ones who are compensated for loss of land, even if it is women who work the land and are severely impacted by its loss, in terms of access to fresh water, vegetable gardens, gathering firewood, accessing food, and ceremonial uses. Where it is only the owners of properties who are compensated, the majority of the affected people, who may be tenants, employees or squatters in urban as well as rural areas, may not receive any form of compensation.

When rural communities and families affected by extractive industries have only basic education, they can face serious challenges dealing with regulations and procedures related to development activities. They have limited and inadequate access to information, do not know their entitlements, and are at a large disadvantage in dealing with operating companies. Compared with men, women tend to have lower levels of access to information and less voice in negotiations. Expectations for jobs, cash and improved services are usually very high, but if there is a low presence of government

officers or civil society support, communities are often left to negotiate without a process for mediation and without equal gender representation.

Discussion question: What should be done to ensure that men and women in communities affected by infrastructure development and resource extraction benefit from the projects and do not suffer from negative effects?

## **5. Artisanal and Small-scale Mining (ASM)**

Artisanal and small-scale mining, which often depends on family-based labour, is a particularly hazardous form of mining that can have severe impacts on workers. All workers face challenges, but women face particularly serious security, health, and social risks, such as:

- Women do not receive equal pay or opportunities, and are often required to surrender high value products;
- Sexual violence and abuse;
- Family break-up, and abandonment due to highly migration rates;
- Exposure to damaging behavior from high levels of alcohol and drug abuse;
- Health risks due to lack of sanitation in camps, malnutrition, and physical trauma from the difficult manual labour; high rates of miscarriages due to injury and stress;
- High risks of HIV/AIDS and other STDs due to prostitution.

See Appendix 1 for related resources.

## **III. Environmental assessment and management processes**

National environmental assessment and management regulations and procedures provide the main public mechanism to guide, monitor and control social and environmental impacts of development projects. The project Developer is generally required to prepare and conduct environmental impact assessments, management plans, and monitoring programs, as well as rehabilitate affected areas. These assessments and management instruments are usually required to cover the social, economic and cultural aspects of the activities' effects and impacts, as well as biophysical effects or changes in the natural resource base.

Gender differences need to be considered and included in the environmental management process wherever people are affected, at such points as:

- The identification and assessment of social, economic and cultural effects and impacts;
- Decisions on proposed sites;
- Measures for eliminating, minimising or mitigating adverse impacts, including resettlement and compensation;
- Monitoring, evaluation and adjustments to plans.

Social and gender assessments undertaken at the project planning stage can identify the general features of the community, needs and opportunities for men and women of different groups, and the best mechanisms for their involvement in the project's environmental management and community development.

Community members affected by the development project, both women and men, should be involved in selecting and monitoring criteria and indicators for measuring environmental quality and mitigation plans, including resettlement. Local community committees that include women as well as men can work with government and company monitors to ensure plans and outcomes are implemented properly.

Both women and men in the affected community need information and capacity building to understand proposals and mitigation plans and procedures for claiming compensation. Training programs for both women and men would allow them to apply for the better job opportunities created by the project. Vocational training, employment counselling, and credit facilities would greatly expand their access to new opportunities.

#### **IV. Public and community consultations and participation**

Most development projects include public or stakeholder consultations as part of the project process, in recognition of the importance of local communities in the success of their work. This section points out some issues in public consultations, namely, the social license to operate and means of ensuring the active involvement of women and weaker groups.

The effectiveness and sustainability of EI operations are dependent not only on the commercial viability of the operating company, but also on a social license to operate and a positive relationship among government, EI operators, and the community. The term “social license to operate” refers to approval or agreement from local communities for the company’s operations, as opposed to the legal licenses the company must obtain from governments. Women have a key role to play in creating this social license and in facilitating the social and economic development of their communities.

Developing and retaining the social license to operate requires sincere and open efforts of the Developer to inform the community and involve them in decisions and activities affecting them, right from the time a license is issued. Where community stakeholders are involved in consultative processes and express their concerns and priorities about EI operations and related activities, productive discussions and decision-making can contribute to successful project development. Failure to include all stakeholders can mean that key priorities and concerns may be overlooked and agreements may include only a part of the community.

The active involvement or participation of those affected by an activity in influencing its direction and execution is fundamental to sustainable development through ensuring that the intervention fits local needs and conditions (physical, social, economic and cultural) and can be adjusted according to change. Levels of involvement or participation vary from: information sharing; consultation (providing feedback through dialogue); decision-making; to assuming responsibility and taking initiatives for action.

Women’s buy-in is essential to enduring agreements: some companies have reported that while agreements with women are harder to reach, they last longer and are more definitive. In Peru, mining companies have found that failing to incorporate women into the planning of mining operations risks having these decisions overturned later (ESMAP, Gender-Sensitive Approaches for the Extractive Industry in Peru, 2011).

#### **V. Community development projects and Corporate Social Responsibility initiatives**

Community participation is also essential to decisions on how to use the funds generated from EI activities, whether in Government projects funded through taxes on EI companies or in EI companies’ own corporate social responsibility (CSR) projects. Both women and men from all community groups need to be involved in these decisions, as well as in managing the projects.

When those affected by an initiative take part in its planning and implementation, they become owners with an increased interest or "stake" in the successful performance of the activity and its results. Depending on the extent to which stakeholders are able to direct the activity to meet their needs and interests, they will develop interests in maintaining and continuing it.

Rather than one-time projects such as a well, clinic or school, a broader community development approach can have a much greater impact on improving the lives of all community members. Community development is based on the principle that within any community there is a wealth of knowledge and experience, which, if used in creative ways, can be channeled into collective action to achieve the community's goals, both of women and of men.

EI companies with strong commitments to social responsibility and sustainable development want their CSR investments to provide benefits and positive change for the communities they affect. Investment in women, and ensuring their input into consultative processes, is a necessary prerequisite both for effective and efficient investment and development outcomes, as well as for building companies' reputations.

## **VI. Exercise: Summarize gender issues in energy infrastructure, upstream petroleum and mining activities**

Participants will divide themselves into three groups, 1. electric power, 2. petroleum and 3. mining, to discuss the following question:

On the basis of the previous material, identify and summarize the key gender issues in energy development in your chosen subsector.

The following 4 categories may be helpful:

- a. Employment
- b. Social and gender impacts on local communities of construction and operations
- c. Social and gender impacts on local communities of accidents, spills and pollution (hazardous wastes and emissions)
- d. Community development projects, CSR initiatives

Participants are welcome to add additional categories and issues as needed.

## **VII. Case Study Exercise: Gender issues in project implementation**

Participants will divide themselves into three groups according to their area of work: 1. electric power, 2. Petroleum, or 3. mining. Each group will read the relevant case study and together discuss the related question.

These case studies are news stories found on the internet and do not mention gender differences. The purpose of this exercise is to visualise the different situations and problems experienced by women and men in the examples given, so as to identify ways to improve them. An additional case study for petroleum is provided in Appendix 4, if some participants would prefer a more detailed case.

After 20 minutes of group work, someone from each group will briefly summarize their discussion for the whole class.

## **Case Study 1 for the electric power sector: Mphanda Nkuwa Hydropower, August 2010**

The Government of Mozambique has approved the construction of a \$2 billion hydropower plant on the Zambezi River in western Tete province that has been under discussion for the past decade. Work was expected to begin on the dam by the end of 2011 and will take between five and six years. The scheme will cost US \$2 billion and is being financed largely with a loan from China Exim Bank. It is backed by a consortium including publicly-owned electricity company Electricidade de Mocambique (EDM), the Brazilian company Camargo Correa, and the Mozambique company Energia Capital.

The dam will be constructed on the Zambezi river about 60 km downstream from the Cahora Bassa dam. The facility will have four turbines, which will generate a combined 1,500 megawatts of electricity. The dam wall will be 700 metres long and 90 metres high, with 13 discharge floodgates, and the lake created by the dam's construction will cover 97sq kms. Most of the electricity generated will be for national consumption, with the surplus exported.

Environmental groups have opposed the dam, arguing that in addition to displacing 260 local families or about 1400 people, the impact of the Cahora Bassa dam coupled with the Mphanda Nkuwa dam will cause serious problems further down the Zambezi river, threatening 200,000 subsistence farmers' livelihoods. Mphanda Nkuwa could exacerbate downstream social and environmental damage by causing daily fluctuations in river level. Supporters claim that the re-located families will have greater access to health care and education.

Mozambique's rural poor are in desperate need of electricity, but due to the high cost of extending the transmission grid, this dam will not contribute significantly to rural electrification. Some groups argue that smaller, decentralized options would better suit the needs of Mozambique's rural majority.

Source: Mozambique Cabinet Approves \$2 Billion Hydropower Plant Project on Zambezi, Aug 18, 2010, <http://www.bloomberg.com/news/2010-08-18/mozambique-cabinet-approves-2-billion-hydropower-plant-project-on-zambezi.html>

Question: What are the expected development gains from this project compared with the costs, and for which groups? Are there any differences in who will benefit and who will suffer negative impacts?

## **Case Study 2 for the upstream petroleum sector: Pande Gas Blowout, 1965**

(See Appendix 3 for a Nigerian case study)

Gulf Oil discovered Mozambique's Pande gas field in 1961 with the Pande 1 well, which was drilled to 3,587 m and is the deepest on the structure. In October 1965 a blowout occurred at the Pande 4 well during preparation for a formation pressure test. A large crater formed approximately 900 metres from the wellhead with a diameter of 350-400 meters and a depth of 12-15 metres. The well was successfully brought under control by the fourth relief well dug on 2 August 1967, after blowing uncontrolled for 459 days (one year and 3 months).

There are no reports available on the local effects or social impacts of this blowout on local residents, except for one outside observer's comment that women had to walk further for water, due to the contamination of their water supplies.

Questions: This accident dates from almost 50 years ago when the conditions and regulations were much different. How would such an accident be dealt with today? Who would be responsible for

monitoring local effects? How would it be reported? How can we be sure that gender differences and women's perspectives are included, where relevant, in cleanup procedures?

### **Case Study 3 for the mining sector: Coal mine protests in Tete, February 2012**

Families resettled by Brazilian mining giant Vale in the Tete region of Mozambique protested in January 2012 that the company had failed to keep promises it made to them in 2009. About 700 families, resettled between November 2009 and December 2010 approximately 60 kilometres away from the Moatize coal mining site, demonstrated against the lack of access to water, electricity and agricultural land at their Cateme resettlement area.

Australian and Brazilian mining giants are moving villagers to land insufficient for farming and far from jobs to make way for coal projects in central Mozambique, and then sidelining local entrepreneurs as they exploit the region's natural resources, according to a new report by the independent Southern Africa Resource Watch, which sent researchers to study resettlement efforts by Rio Tinto of Australia and Vale of Brazil in Mozambique's Tete province.

Vale said it spent three years working with villagers to plan the resettlements of some 1200 families, and has built schools, a police station and a clinic in the mining area. Rio Tinto did not respond to requests for comment.

Villagers complained of being moved before promised classrooms and clinics were built in their new villages, and of having to rely on water delivered by truck because no other water is available. The new communities are far from the nearest town, and only connected to it by poor roads.

"Local communities are always excited when they see mining starting ... because they expect to be employed by the mining company," the report said. "But the two companies have moved people far away - up to 40 kilometers - from the mine, depriving them of opportunities."

The report also accused Rio Tinto and Vale of buying goods and services to develop their projects from foreign companies, leaving local entrepreneurs on the sidelines. Vale disputed this, saying that between 2008 and 2011 it had signed contracts with 439 companies registered in Mozambique and aimed to increase contracts with local suppliers. It said 84% of the workers are Mozambican at its Moatize Coal Mine in Tete, though it did not say how many were from the immediate area.

The researchers added that while the new communities had enough land for houses, they lacked land for farming, the main way most of the villagers earn their living. The researchers also said there were competing claims to the land where the villagers had been settled.

Sources: Mozambique slams foreign mining firms, Feb 02 2012

<http://www.fin24.com/Companies/Mining/Mozambique-slams-foreign-mining-firms-20120202>

and Mozambique families protest against Brazil's Vale, January 11, 2012

<http://af.reuters.com/article/topNews/idAFJ0E80A00M20120111>

Questions: Are the accusations against Rio Tinto and Vale valid? Were environmental procedures followed correctly? What changes are needed to avoid this situation in the future?

## **VIII. Conclusion**

Infrastructure projects that overlook the differences in how men and women live and work and experience project effects, can undermine commitments by companies, donors, government, and civil society to ensure that these projects not only do no harm, but also realize the development potential of the communities involved. In contrast, a well-managed and forward-looking Developer or agency that understands men's and women's different experiences, and seeks to decrease risks and share benefits, can contribute significantly to the sustainable development of impacted communities, while improving the reputation and the bottom line of infrastructure and oil, gas, and mining companies.

Analyzing gender issues and adapting projects accordingly can help mitigate the risks created by infrastructure and EI development, and amplify the benefits to both men and women, leading to more sustainable development impacts and increased profitability for companies. Furthermore, understanding and adapting projects to improve gender sensitivity and impacts is essential to realizing a country's commitments to gender equality and the empowerment of women.

## Appendix 1: Resources

### 1. Gender Action

The Washington DC-based NGO, Gender Action, has produced two studies on the gender impacts of petroleum development activities. A 2006 field-based study in Azerbaijan, Georgia and Sakhalin showed that oil pipeline construction resulted in new employment for men, but disproportionately harmed women, who lost farm income from appropriated farmland and suffered from violence, prostitution, AIDS/HIV and stillbirths.

Gender Action, Boom Time Blues: Big Oil's Gender Impacts in Azerbaijan, Georgia and Sakhalin, September 2006. <http://www.genderaction.org/images/boomtimeblues.pdf>

A second recent study conducted with Friends of the Earth International in Cameroon, Nigeria, Ghana and Togo showed that the World Bank-financed West African and Chad-Cameroon pipelines negatively affected women's livelihoods in farming, fishing, handicrafts and other industries.

Gender Action, Broken Promises: Gender Impacts of the WB-financed West African and Chad-Cameroon Pipelines, September 2011. [www.genderaction.org/publications/11/chad-cam-wagp-pipelines.html](http://www.genderaction.org/publications/11/chad-cam-wagp-pipelines.html)

### 2. World Bank gender and the extractive industries

The World Bank has developed guidelines and tools for gender mainstreaming in the extractive industries. The focus is on mining, but these tools are also useful for the oil and gas industry, as well as energy infrastructure development.

Mainstreaming Gender into Extractive Industries Projects, World Bank: Guidance Note for Task Team Leaders, Extractive Industries and Development Series #9, August 2009. [www.worldbank.org/eigender](http://www.worldbank.org/eigender)

ESMAP Gender-Sensitive Approaches for the Extractive Industry in Peru: Improving the Impact on Women in Poverty and Their Families, 2011 <http://esmap.org/esmap/node/754>

### 3. The PGI gender and petroleum study

The Oil, Gas and Mining Division (SEGOM) of the World Bank's Sustainable Energy Department is currently conducting a global assessment study of the gender dimensions of the oil and gas sector, funded under the Petroleum Governance Initiative (PGI). This study explores the gender dimensions of the upstream and midstream phases of oil and gas projects through a multi-country study of the different impacts of oil and gas on men and women, in terms of adverse economic, social and environmental impacts, and barriers to equal opportunities.

The study is focusing on the ways in which oil and gas projects differently impact men and women in the community, highlighting both development and business cases for better understanding these issues. The study will use case studies in various phases of the oil and gas project cycle in Azerbaijan, Peru, Uganda, and Papua New Guinea, to identify appropriate mitigation strategies for negative impacts and ways to encourage equal opportunity through short to long-term strategies for various stakeholders. The study report is expected in September 2012.

### 4. The World Bank's Safeguard Policies

"These policies are designed to prevent and mitigate undue harm to people and their environment in the development process. As the Bank's environmental and social agendas have evolved, its safeguard policies have also shifted from focusing on mitigating the potential environmental and social damage towards a more comprehensive focus on sustainability of projects (a shift from do no harm towards do good). As such, the Bank's social and environmental safeguard policies seek to ensure that relevant measures, capacities and processes are in place, and that their application helps

Bank's borrowers decide what actions and programs need to be taken to ensure the environmental and social soundness of projects. Safeguard policies also provide a platform for the participation of stakeholders in project design and selection, and have been an important instrument for building ownership among local populations."

Quoted from:

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALDEVELOPMENT/EXTCDD/0,,contentMDK:20356924~menuPK:608235~pagePK:148956~piPK:216618~theSitePK:430161,00.html>

## Internet Resources

Africa Institute for Energy Governance (AFIEGO), Uganda. Publications posted at:

[http://www.afiego.org/index.php?option=com\\_docman&Itemid=189](http://www.afiego.org/index.php?option=com_docman&Itemid=189)

Akabzaa, Thomas, Gender Dimensions of Ghana's Oil and Gas Policy, Draft, Department of Geology, University of Ghana for NETRIGHT, 2010.

[http://www.g-rap.org/docs/oil\\_and\\_gas/netright-thomas\\_akabzaa-2010.pdf](http://www.g-rap.org/docs/oil_and_gas/netright-thomas_akabzaa-2010.pdf)

Eftimie, Adriana, Katherine Heller, John Strongman, Mainstreaming Gender into Extractive Industries Projects, World Bank: Guidance Note for Task Team Leaders, Extractive Industries and Development Series #9, August 2009. [www.worldbank.org/eigender](http://www.worldbank.org/eigender)

Gender Action, Broken Promises: Gender Impacts of the WB-financed West African and Chad-Cameroon Pipelines, [www.genderaction.org/publications/11/chad-cam-wagp-pipelines.html](http://www.genderaction.org/publications/11/chad-cam-wagp-pipelines.html)

Gender Action, Boom Time Blues: Big Oil's Gender Impacts in Azerbaijan, Georgia and Sakhalin, September 2006. <http://www.genderaction.org/images/boomtimeblues.pdf>

SERAC, OKLNG Project: Expanding Participatory Opportunities, Report of Roundtable Proceedings, May 4 2009, Ogun State, Nigeria

<http://www.serac.org/Publications/OKLNG%20Roundtable%20-%20Report%20of%20meeting%20proceedings.pdf>

Artisanal and Small-scale Mining:

Gender Dimensions of Artisanal and Small-scale Mining: A Rapid Assessment Toolkit   
<https://openknowledge.worldbank.org/handle/10986/2731>

Gender Sensitive Approaches for the Extractive Industry in Peru: Improving the Impact on Women in Poverty and their Families, ESMAP 2011  <https://openknowledge.worldbank.org/handle/10986/2516>

Pact Congo, Lubumbashi Women Working in Artisanal Mining in the Democratic Republic of Congo  
<http://www.pactworld.org/galleries/default-file/Women%20in%20Artisanal%20Mining%20in%20the%20DRC.pdf>

J. J. Hinton, M. M. Veiga, C. Beinhoff, Women and Artisanal Mining: Gender Roles and the Road Ahead, in G. Hilson, ed., The Socio-Economic Impacts of Artisanal and Small-Scale Mining in Developing Countries, Chapter 11, A.A. Balkema, Swets Publishers, Netherlands, 2003

<http://siteresources.worldbank.org/INTOGMC/Resources/336099-1163605893612/hintonrolereview.pdf>

## **Appendix 2: Gender bias in the benefits and costs of extractive industries**

Gender bias has been found in the distribution of risks and benefits in extractive industries: benefits accrue to men in the form of employment and compensation, while the costs, such as community disruptions and environmental degradation, fall most heavily on women.

### **Risks and Costs for Women**

- Loss of use of fertile land, forest and water resources, depleted fish stocks.
- Poor working conditions and incidences of sexual abuse in the project workforce.
- Loss of safety and security due to influx of construction workers.
- Increased alcoholism, drug use, and gambling with resulting violence and sexual abuse.
- Rise in prostitution and HIV/AIDS and other STDs.

### **Possibilities for redressing the gender bias**

- Increased jobs & skills training programs for women.
- Increased access to micro-credit and financial services.
- Increased representation of women in decision-making bodies.
- Increased availability of quality health care.
- Require companies to pay for outside male workers to bring their families with them (so as to reduce prostitution and HIV/AIDS).
- Gender desk in companies and in relevant government offices to address women's issues
- Enforcement of compliance with environmental regulations.

From: the World Bank, Women and the Extractive Industries, Fact Sheet on Gender and EI

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTOGMC/EXTTEXTINDWOM/0,,menuPK:3157100~pagePK:149018~piPK:149093~theSitePK:3156914,00.html>

## **Appendix 3: Population Displacement and Compensation for Land Use**

When the decision is taken to relocate people or communities, all possible efforts must be made to ensure that their new settlements offer similar or better livelihoods and facilities compared with what they had before moving. The World Bank 's environmental policies have evolved from mitigating the potential environmental and social damage towards a more comprehensive focus on the sustainability of projects (a shift from do no harm towards do good). As such, the Bank's social and environmental safeguard policies seek to ensure that relevant measures, capacities and processes are in place, and that their application helps Bank's borrowers decide what actions and programs are needed to ensure the environmental and social soundness of projects.

Where involuntary displacement is unavoidable, the displaced persons should not only be adequately compensated for their losses at replacement cost, but also be given opportunities to share in energy project benefits. Both women and men should be assisted in all ways possible to re-establish and improve their livelihoods. Resettlement activities should be conceived and executed as sustainable development programs, with sufficient investment resources provided to give the families displaced by the project a share in project benefits.

In Uganda, the electricity transmission agencies have identified bias in way leaves (rights-of-way) compensation as a gender issue needing attention. Compensation targets property owners who are usually male heads of households. Women provide 70% of agricultural labour as workers and produce most food for family consumption, often as tenants. The rights of spouse and children are protected under the Constitution of Uganda and the Land Act, however women are often ignorant of family and inheritance laws. They do not always participate in consultations and may not even be aware that compensation has been paid.

Agency staff responsible for way leaves compensation try to address spousal rights informally through local government, and there have been some successes in reducing cases of abandonment (husbands leaving wives after receiving compensation). However, budget resources for engaging with women are scarce. There are no guidelines to help assess the implications and impact of current way leaves compensation on women, men and children, and no procedures in place to ensure that crop owners, tenants and spouses, as well as landowners, receive adequate compensation during way leaves verification. In some cases, domestic violence has resulted from enforcing spousal consent.

Monetary compensation has generally been found to be ineffective as a means of compensating those directly affected by a development project. There have been many cases where compensation provisions and property acquisition practices did not allow the affected communities to purchase replacement assets or where funds were spent on something other than assets. Heads of households who are paid large sums of compensation money are often unable to manage it properly, with the result that the whole family suffers from the longterm loss of assets.

## **Appendix 4: Alternative Petroleum Case Study: The impacts of oil development on the Ogoni people of Nigeria**

Oil was discovered in Nigeria in commercial quantities in August 1956. Today Nigeria is the leading oil and gas producer in Africa and the 6<sup>th</sup> largest oil exporter in the world. Since the 1970s, oil has accounted for 80% of the Nigerian government's revenue and 95% of the country's export earnings. All the country's oil and gas resources come from its Niger delta region, which sustains the largest wetland in Africa, and is home to about 20 million people of several distinct ethnic groups, one of which is the Ogoni.

In the beginning, these communities welcomed the oil discoveries, seeing them as the dawn of a new era of socio-economic development. Initial celebration, however, soon changed into increasing discontent and friction with the companies responsible for oil exploitation, since it was quickly followed by negative impacts resulting from seismic surveys, oil spills and gas flaring.

By 1993, the Ogoni region had five major oilfields with 110 oil wells, hooked up to five flow stations by a network of interconnecting pipelines that criss-crossed Ogoni villages. Between 1993 and 2007, there were 35 recorded incidences of oil spills, including pipeline and flow line leakages, blowouts from well-heads and damage and spills from flow stations. Oil and chemicals from discharges and spills seeped into the ground, lowering soil fertility, damaging plant growth and contaminating underground water.

Gas has been flared 24 hours a day for 40 years in close proximity to human habitation in nineteen oil-producing locations. The flared gas contains cancer-causing toxins, causes menstrual disorders and congenital birth defects and is responsible for acid rain and the acidification of rivers and lakes. Ailments and diseases that were previously unknown in the area have become prevalent through harmful fumes and chemicals ingested through contaminated water and fish, including respiratory problems, skin ailments such as rash and dermatitis, eye problems and gastro-intestinal disorders.

Oil pollution and gas flaring have had severe effects on peoples' livelihood activities. The resource base no longer supports the subsistence life that local Ogoni communities have depended on for thousands of years, with resulting food shortages and nutritional problems associated with poor diet.

Fishing is the predominant activity in the coastal areas with men concentrating on the capture of fish and women processing them. Oil production activities have resulted in water pollution, the take-over of fishing grounds by equipment and damage to fishing nets. Men are now forced to go farther out to sea if they can afford the bigger boats, and women can no longer easily harvest smaller fish and marine products in the nearby streams and swamps. Fuelwood is no longer easily available. Many people have no potable water and must travel by canoe to neighbouring villages to buy drinking water.

Sexually transmitted diseases have become more prevalent as well, due to greater demand for commercial sex workers by oil workers and associated social problems related to large-scale in-migration of strangers.

As a result of the destruction of traditional economic livelihoods, many Ogoni women and youth have emigrated out of the area into cities where they have become environmental refugees and live in shanties and slums that face government demolition.

Nigeria's Land Use Act of 1978 vests ownership and control of all lands in the Federal Government. Subsurface mineral resources belong to the state, while ownership of surface resources rests with individuals and community landowners. The Nigerian government grants companies the right to

explore and exploit oil in exchange for royalty fees. The companies make separate arrangements to compensate owners of surface rights, but this can leave landowners poorer than before oil production activities. Under this arrangement, royalty payments go to the Federal Government, which is supposed to distribute this wealth in a manner that enables all parts of the country to develop. However, because the region where oil is extracted is mostly populated by indigenous communities in a country where their rights are overlooked, benefits have not reached the Ogoni or other Delta people.

There have been many community protests since the sixties, reportedly suppressed by law enforcement agents. Escalating tensions with the responsible oil company reached a high point on November 10, 1995 with the hanging of the Ogoni Nine, including the Ogoni leader Ken Saro Wiwa. The arrest of these leaders was accompanied by the destruction of villages and the killing of hundreds of Ogoni citizens.

In February 2012, the Ogoni Human Rights Watch Bureau was established “to protect and defend every Ogoni person - child, man and woman - against doctrines, policies and practices that infringe human rights and fundamental freedoms in Nigeria”. This body will collaborate with two Nigerian law firms to independently document human rights situations “in a fair, impartial and competent manner” through grassroots village monitors.

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**Questions:** What differences can you see in the impacts on women compared with those on men? What recommendations can you make to oil companies and the government to overcome these adverse impacts and to prevent them in the future and elsewhere?

## UNIT 5

# GENDER MAINSTREAMING

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<b>Aim of the unit:</b>	To explain the concept of gender mainstreaming in the context of the energy sector.
<b>Learning objectives:</b>	After this unit, the participant should be able to: <ul style="list-style-type: none"><li>• Explain the concept of gender mainstreaming</li><li>• Present an argument for gender mainstreaming in the energy sector</li></ul>
<b>Time schedule:</b>	In total: approximately 2 hours; Study of the theory: 30 minutes Discussion point: 45 minutes Exercise: 45 minutes
<b>Key concepts and ideas introduced in this unit:</b>	Gender equality Gender equity Gender mainstreaming Women's empowerment
<b>Topics in this unit:</b>	What is gender mainstreaming? Gender mainstreaming in the energy sector What are the arguments for promoting gender equality?

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# GENDER MAINSTREAMING

## Introduction: what is gender mainstreaming?

The integration of women into the development mainstream was given a significant boost by the Fourth International Conference on Women held in 1995 in Beijing. One of the outputs of this conference was an international agreed strategy (known as the Beijing Platform for Action) for governments and development organisations to promote gender equality. A major tool for achieving gender equality is through gender mainstreaming. To mainstream gender into the energy sector in terms of policy content and implementation practice is the task of the Gender Focal Points in the Ministry of Energy and other agencies in the sector.

Currently around the world, in all cultures and societies, there is considerable inequality between women and men. Generally women are in a worse position than men as a result of gender roles; they have fewer opportunities, lower status and less power and influence than men. Gender inequality cuts across all other social and economic categories. It is institutionalised in formal and traditional laws as well as unwritten norms and values. The Beijing Platform for Action aims to address these inequalities by transforming societies so that there is gender equality.

The concept of gender equality can be defined as the equal enjoyment by women and men of socially valued goods, opportunities, resources and rewards and equal participation in decision making. This does not mean that women and men become the same but that their opportunities and life chances are equal. Gender equality recognises that men and women have different needs and priorities, face different constraints, have different aspirations and can contribute in different ways. It does not mean that there should always be equal numbers of men and women, girls and boys in all activities nor does it mean that they should always be treated exactly the same. Gender equality can be claimed by women and men through their actions and voice, in other words, their agency.

A key factor in achieving gender equality is women's empowerment. Women should be enabled to take charge of their own lives, where formerly they were under the authority of men (fathers, husbands, brothers, male bosses), and had to obey or agree, whether they liked it or not. Women's empowerment implies that they should have more autonomy and be able to make decisions on issues that shape their lives, both at household level but also in society in general. This autonomy can be financial; if women as individuals have means of making money and can spend it as they chose. But it can also mean more social freedom. Empowerment of women might mean for example that in cases of divorce, they have equal rights over the children and inheritance; that they can claim protection in cases of household and sexual violence, not just in theory but in practice; that they have the right to control their own sexuality and reproductive functions; and generally that educational and career opportunities are open to them where these were formerly restricted.

The concept of gender equality should not be confused with gender equity although the two are often used interchangeably. However, they have different meanings. Equity means a 'fair' distribution, but what is fair, has to be decided. To you, it might mean that women and men get paid the same daily wage for the same work in transporting bags of grain. To someone else it might mean that women get paid less, because they are less strong and cannot carry so many sacks. Deciding what is fair is not always easy. However, some people find equity an easier concept to accept than equality - no-one likes to be thought of as being 'unfair' to someone else, while equality can be seen as far more political in its underlying arguments. Some feminists have argued that achieving gender equality while removing barriers to equal participation does not guarantee equality of outcomes. In order to achieve equality of outcomes, there has to be redistribution of power and resources, which

is a much more radical agenda than the gender equity goal. There is opposition in some quarters to the ideas of women and men's equality, because – particularly at the level of the household – this is a very threatening idea to many people (not just to men: women can also find the idea unacceptable). Some see ideas of equality as an attempt to impose an alien culture by outsiders. Overcoming resistance to gender mainstreaming is one of the tasks facing the Gender Focal Point<sup>12</sup>.

Gender equality is to be reached through a gender mainstreaming approach. To mainstream gender means:

to ensure that women's as well as men's concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that men and women benefit equally and inequality is not perpetuated.

As a concept gender mainstreaming sees women's concerns as integral to the policy mainstream and not as a segregated "special" area. Gender mainstreaming considers that women's as well as men's concerns and experiences are integral to the design, implementation, monitoring and evaluation of all legislation, policies and programmes so that men and women benefit equally and inequality is not perpetuated. Gender mainstreaming as a strategy aims to re-organize, improve, develop and evaluate policy making processes in order to incorporate a gender perspective and remove gender inequalities in all policies and programmes at all levels and at all stages in the process. In practice mainstreaming gender addresses gender issues in all aspects of the economy, including the energy sector. This includes decision-making structures and planning processes such as policy making, budgeting and programming.

The mainstreaming approach does not exclude women-only (or men-only) projects; it takes gender equality as a goal rather than women as a target group. Women-only projects, or elements within a programme/project to specifically to compensate for women's lower level of assets compared to men's, can be considered to contribute to women's empowerment<sup>13</sup>. Therefore gender mainstreaming can be seen as a two track strategy, as shown in Figure 1. Mainstreaming tools include gender training, introducing incentive structures which reward efforts on gender, and the development of gender-specific operational tools, such as checklists and guidelines, gender analytical frameworks, gender audits/budgeting, sex-disaggregated data, gender goals, gender sensitive indicators and organisational analysis. Many of these tools are included in other units accompanying this one.

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<sup>12</sup> See Unit 'Dealing with resistance to gender mainstreaming'

<sup>13</sup> Women only projects have been criticised for treating women as a homogeneous group and not taking into account the other socio-economic factors which shape women's lives. In addition, the approach has also been criticised for focusing on practical and productive issues while not addressing changing gender relations.

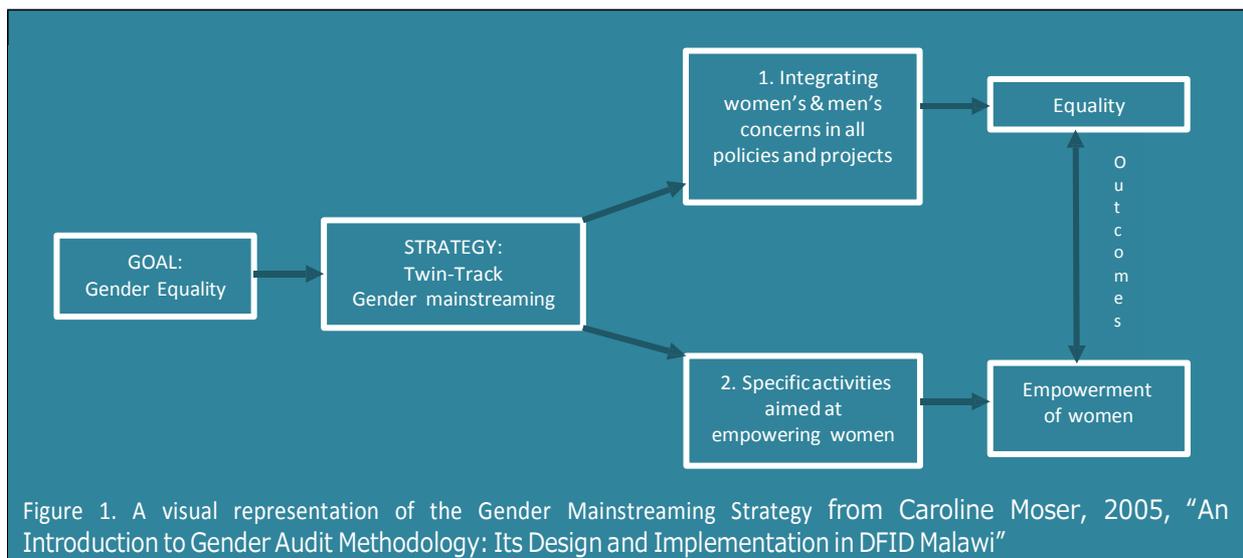


Figure 1. A visual representation of the Gender Mainstreaming Strategy from Caroline Moser, 2005, "An Introduction to Gender Audit Methodology: Its Design and Implementation in DFID Malawi"

Attention to gender concerns has emerged as a recurrent issue in global development discourse, and occupies an important position today, with two of the eight millennium development goals (MDGs) focusing on women and issues that concern them. Indeed, MDG3 sets targets to “promote gender equality and empower women”. There is no MDG which is devoted to energy. However, energy is being increasingly referred to as the ‘missing MDG’ since its availability affects how countries perform on all MDGs including impacts on poverty reduction.

### Gender mainstreaming in the energy sector

Access to affordable energy services is an essential prerequisite for achieving economic growth and poverty reduction. And energy is a critical input in the daily lives of women, who need enormous quantities of energy for their household chores such as cooking; for productive uses to contribute to household income and for rural industry uses such as milling and process heat. In developing countries, women play a vital role as energy producers and managers of energy security for the household. Yet relative to men, they have less access to productive assets such as land and technology, and to services such as finance and extension.

**Discussion Point 1**

Do you think gender mainstreaming has been late to take off in the energy sector? Explain your answer.

There is a growing body of evidence that increasing access to modern energy services can make a significant difference in women’s lives in terms of their health and time-use, enabling other endeavours such as education and income generation. Given an opportunity, women have demonstrated their roles as producers and suppliers of energy products and as service providers. Unfortunately however, most such experiences are at pilot scale and not up-scaled, and women continue to be an unrealized potential asset for the development of the energy sector. In most settings, a variety of constraints impinge upon women’s ability to participate in energy markets as producers and operators, as well as in collective action as members of energy producer cooperatives or user associations.

In developing countries, gender mainstreaming has taken a foothold in many sectors of the economy particularly those strongly associated with women, such as health, education, forestry and agriculture, but not energy, despite in developing countries, energy at the micro-level being “women’s business”, in the sense that the gender division of labour at the household level generally

allocates the provision of energy to women. In the majority of energy access projects and programmes, addressing gender issues continues to be addressed in a piecemeal manner. Few energy projects include gender mainstreaming in project frameworks, and seldom disaggregate, analyse, or inter-relate data by sex, or use this data to adjust project planning or to evaluate project outputs and impacts and hence do not feed back into the policy making process. Nevertheless there

### Discussion Point 2

Where are we with gender mainstreaming in the energy sector?

See Exercise 1

are increasing references to women in energy policy statements which can be seen as positive since it increases the likelihood that policy will be formulated and implemented in a gender-sensitive way. However, these statements are often formulated as either vague objectives that are difficult to measure or narrow, practical and welfare-oriented objectives, rather than directly promoting women's rights or empowerment, and are not integrated into a comprehensive gender framework (Karekezi and Wangeci, 2005).

However, gender mainstreaming in the energy sector is not only about ensuring equity in benefits from access to electricity. The liberalisation of energy markets is opening up new opportunities for the provision of energy services. Energy Service Companies (ESCOs) are springing up, many focusing on rural areas, offering the potential of good incomes. Women should not be excluded from these opportunities – particularly when based on prejudices that women are not interested in technical matters. The water sector long ago began to train women in the operation and maintenance of hand pumps. Here women have proved to be more effective in regular and preventative maintenance than men. Women face barriers through lack of business skills for operating in the formal sector since their enterprises are usually in the informal sector, as well as lack of finance since banks usually require collateral, such as land-title before they will lend money. The level of finance for setting up an ESCO will generally be above the levels obtained from micro-finance.

Women are under-represented as employees in the energy sector both within the public sector, such as ministries and utilities, and within the private sector, such as in oil companies. However, the energy sector also offers good careers with potentially well-paid jobs and a pool of talent for the sector to draw upon.

### What are the arguments for promoting gender equality?<sup>14</sup>

At different moments, the GFP will find that she/he will have to justify the need for gender mainstreaming as a tool for gender equality within the energy sector. There will be colleagues, both male and female, who will not see this as an issue for the energy sector – this is something for the Ministry of Women's Affairs/Gender. There are at least five arguments that can be advanced to justify such an approach:

- Justice and Equality
- Credibility and Accountability
- Efficiency and Sustainability (the "macro" dimension)
- Quality of Life (the "micro" dimension)
- Chain Reaction

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<sup>14</sup> This section is based on UNDP, 2007.

**Justice and Equality:** These strategies stress the value of democratic principles and basic human rights, which demand gender equality. Justice strategies can be used to argue for equal representation and participation of both genders in various contexts, premised on the basic notion of their shared human rights.

Most are signatories to international conventions related to gender equality and women's rights (for example, the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and global conference documents from Beijing, Copenhagen, and Cairo), which establish gender equality as a fundamental principle. Governments are obliged to fulfil these commitments, especially as many of the basic democratic principles included in the conventions reflect most countries' own constitutional laws.

Unfortunately experience has shown that the justice approach alone is often insufficient to convince governments to mobilize adequate resources, these justifications are nonetheless useful for providing reference to specific mandates for gender equality and international commitments. They remind governments of their commitments since they have proclaimed gender equality to be one of their values.

**Credibility and Accountability:** Credibility strategies remind decision-makers that men and women each make up half the population. Therefore, any data, policy, or recommendation that does not recognize and address both sexes equally is not credible. If a policy does not account for the entire population, it can ever only be a partial solution. These strategies are useful for justifying gender impact assessments (studies that examine how men and women are, will be, or have been differently affected by actions or situational factors), or calling for more gender balance in decision-making processes.

Governments must be accountable to the population and further the interests of all its members – both men and women – which includes government use of public funds and for the fulfilment of their political promises, including signing the international conventions on women's rights and gender equality. A failure to address gender equality issues is also a failure of governments to be accountable to all citizens.

**Efficiency and Sustainability:** Equal inclusion of men and women in all aspects of development and society benefits the country as a whole. Countries cannot afford to ignore the contributions and economic and social capacities of both men and women in all spheres otherwise the welfare and prosperity of a nation as a whole. Care needs to be taken in giving the impression that women are 'under-utilised' in the sense that they do not have enough to do. In fact they have more than enough to do which the energy sector can play a role in reducing those burdens. The point here is that their talents are not tapped into sufficiently which is a loss to the energy sector.

**Box 1: Botswana Power Corporation (BPC):  
Expected outcomes from gender  
mainstreaming**

- Institutionalize gender in BPC's planning, operating, monitoring, reporting and quality assurance functions in the Botswana rural electrification program (grid & off-grid)
- Understand and meet women's and men's energy needs in order to increase connection rates & access levels by women
- Increased women's income-generating opportunities from electricity
- Increased women's participation in energy decision making & energy management
- Increased understanding of different energy needs of men and women

(Source: Cecelski and Dutta, 2010)

## Box 2: Increased efficiency through mainstreaming gender in infrastructure projects

A review of World Bank infrastructure projects showed that:

- Women's participation in design and decision making in water users' associations (WUAs) or Rural Electrification cooperatives improves governance, management, cost recovery and production
- Women's participation increases effectiveness, quality and sustainability of infrastructure rehabilitation and maintenance; high economic rate of return (31%); improved work environment, as less violence and drinking in project sites.
- In extractive industries, addressing women's issues can improve a company's bottom line by increasing productivity and reducing costs because women do some jobs better than men; improving community-company relations; and producing greater payoffs from community related projects through gender-inclusive consultations.

(Source: Cecelski and Dutta, 2010)

In making a case for gender mainstreaming it is important to try to see things from the perspective of decision makers. Many decision makers put fiscal considerations before many other issues. Therefore providing evidence that gender mainstreaming makes economic sense to the organisation and the country as a whole could be very persuasive (See Boxes 1 and 2).

Gender mainstreaming adopts a "human development" perspective, which has the long-term objective of creating a sustainable society, so it can be argued that gender mainstreaming also contributes to sustainability in its broad sense of addressing environmental and economic issues as well as social ones.

Quality of Life: Increased attention to gender equality issues will improve the lives of individual men and women. In a democratic

society based on principles of social inclusion and human security, each individual member has the right to the best quality of life possible. Gender mainstreaming initiatives seek to further this objective.

Moreover, while it is commonly recognized that women stand to benefit from increased attention to gender equality, quality of life arguments also point out the benefits to be gained by men, families and societies as well. If women are empowered, those closest to them stand to gain as well. On the other hand, hardship for one sex will negatively affect their partners, family and others closely associated with them. For example, the negative effects of depression in men through unemployment or poor employment opportunities for women affect all members of a family, including children and partners, negatively. These effects at the individual level do have an accumulative effect at the societal level. If individuals are happier and healthier, they will also be more productive, thus contributing to a more efficient and prosperous society.

Chain Reaction: Promoting gender equality can produce a "chain reaction" of benefits, not only short-term, localized benefits, but medium and long-term benefits that will contribute to the development of the country as a whole.

At the same time, mainstreaming should also remain aware of chain reactions that might produce negative gender equality effects. For example, the hasty adoption of affirmative action in hiring practices might bring a backlash and even greater exposure of women to harassment in their place of work. However, if the gender mainstreaming strategy is well prepared with the backing of the Senior Management and the Board of the organisation a backlash can be prevented from happening in the first place or if one starts that it is dealt with an appropriate manner with full support from the top.

The five arguments for gender mainstreaming presented here are related to the economy and society in general. The basis for the arguments would be more persuasive to some groups than others, for example, the Minister for Finance would be specifically interested in positive effects for

the macro-economy. For the GFP these arguments also need to be made more specific to the energy sector and to be targeted at specific groups within the energy sector (see exercise 2).

## **Concluding remarks**

In this unit we have introduced the concept of gender mainstreaming and presented the arguments for a strategy to promote gender equality. Gender mainstreaming is the core of the GFP's work. The strategy gender mainstreaming is formulated by the GFP in a Gender Action Plan (GAP)<sup>15</sup>. The remainder of the units in this training programme provide the tools for developing and implementing the GAP.

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<sup>15</sup> See Unit 'Gender Action Plan'.

## Exercise 1

The facilitator will organise you into working groups. Try to answer as many of the questions below as possible.

Please note some of the questions refer to the MoE, that is the Ministry of Energy. If you do not work for the Ministry of Energy you should answer the questions in relation to your own organisation.

You will have 20 minutes to discuss the questions after which the facilitator will ask the groups to present their findings in plenary.

- Does the group feel that gender mainstreaming would add value to MoE work, why and how?
- Does the group feel that MoE's organizational policies, strategies and procedures include gender considerations? If so, do they understand it and how has it influenced their work?
- What initiatives have been taken by management to promote capacity building on gender?
- Are there gender champions (both male and female) at the different levels in MoE (senior management, middle management/ junior staff / field staff)? Can the group identify who they are?
- Is there a specific post for gender staff in MoE? How does the group rate its level of expertise: knowledge, skills and attitude?
- Does the choice of partner organisations that the group works with include gender considerations, such as their willingness and capacity to work in a gender-responsive manner?
- Does the group interact actively with national gender institutions and women's organizations working for women's advancement or with international gender networks for gender equality? What is the nature of these relationships?
- Does the group systematically collect and use gender-disaggregated in planning, monitoring and reporting?
- Does MoE undertake activities to promote knowledge sharing on gender through research, publications and documentation?
- Who controls the allocation and disbursements of financial resources at this level? Are financial resources allocated for gender mainstreaming at this level in the organisation (senior management, middle management/ junior staff / field staff)? Are these adequate?
- Is the format for budget reporting used by the group disaggregated by gender according to activities, research, area of work, etc.?
- What is the gender composition of staff at this level of MoE (senior management, middle management/ junior staff / field staff)?
- Do recruitment and selection strategies facilitate the recruitment of women in technical positions in MoE? What are they?
- Are results on gender mainstreaming used as part of job performance indicators for personnel working at this level?
- Does the group feel that MoE's publications reflect gender concerns adequately?
- Does the group feel that the image and reputation of MoE is one of a gender responsiveness organisation?
- Is the group satisfied with MoE's collaboration with the Ministry of Gender whose mandate is to support gender mainstreaming in line ministries?
- What is the group's experience of resources and trainings that have been provided by the Ministry of Gender?

## Exercise 2

In the text arguments are given for a strategy to promote gender equality, that is, through a gender mainstreaming approach, that bring benefits in general to a country's economy and society. How can these arguments be used within the energy sector to justify a gender mainstreaming approach?

The facilitator will allocate you into working groups.

Prepare two short presentations (5 minutes each) to justify the need for gender mainstreaming in the energy sector:

- (i) for the senior management of your organisation;
- and
- (ii) for your colleagues.

You have 15 minutes. The facilitator will ask you to make your presentation in plenary.

## UNIT 6

### RELATING GENDER GOALS TO ENERGY POLICY

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<b>Learning objectives:</b>	After completing the unit the participant should be able: <ul style="list-style-type: none"><li>• to distinguish between four different gender goals</li><li>• to formulate consistent gender goals that meet the needs of the target group involved</li></ul>
<b>Aim of the unit:</b>	To introduce the concept of gender goals as an aid to gender mainstreaming in energy policy
<b>Time schedule:</b>	In total: approximately 2 hours Study of the theory and tools: 60 minutes Discussion points: 15 minutes Exercise: 30 minutes
<b>Key concepts and ideas introduced in this unit:</b>	Gender goals
<b>Topics in this unit:</b>	Gender goals in energy policy and planning Gender goals Match gender needs in energy with gender goals

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# RELATING GENDER GOALS TO ENERGY POLICY

## 1. Gender goals in energy policies and planning

An aspect of public policy is that it will define political goals (or objectives) to be achieved often in a specified period of time. The goals can be formulated in a general way, for example, a commitment to universal electricity access, or more specifically, for example, 60% of all households will cook with LPG by 2020. Gender mainstreaming in energy policy means that there will need to be gender goals developed to contribute to a gender-aware energy policy.

In the unit 'Why is Gender Important in Energy Policy?' a gender-aware energy policy is taken to mean that the different gender needs of men and women are incorporated into all aspects (contents and processes) of programmes, projects and policies. When developing the Gender Action Plan (GAP), the Gender Focal Point (GFP) will develop gender goals which can be incorporated directly into the main energy policy (content) or be part of the organisation's processes (staff policies and ways of working). In the Unit 'Identifying Gender Needs and Gaps for Developing a Gender-Aware Energy Policy' tools and analytical frameworks are provided to assist the GFP to identify what women and men's energy needs and priorities are. The next step is to develop gender goals to incorporate into the energy policy.

Gender goals fall into different categories based on the underlying reason for that goal. There are three types of goals which focus on the intended beneficiary: welfare (reducing drudgery and time poverty and improving health), productivity (improved working conditions, particularly reduced drudgery and time saved, and increased income generation – also through new opportunities) and empowerment/equity/equality (participation, decision making, self-confidence). These three goals can be linked to the analytical framework 'Practical and Productive Needs, Strategic Interests' introduced in the Unit 'Identifying Gender Needs and Gaps for Developing a Gender-Aware Energy Policy'. A fourth type sees taking a gender approach as having benefits for organisational efficiency, particularly in being able to have more successful policy outcomes.

Energy policy can have more than one gender goal. Also stakeholders can have different gender goals related to the same energy policy objective. For example, some may see energy policy focusing on clean energy as an opportunity to improve women's health (a welfare goal) whereas others may see it as an opportunity for women and men to become energy entrepreneurs (a productivity goal). It is important to be clear and realistic about what gender goals have been set, so that the target is visible and evaluation of the policy or project can be made on the basis of an agreed and accepted aim. This can help overcome resistance to policies and projects and avoid disappointments.

Gender goals can be corrective or transformatory. Corrective goals deliberately seek to address the needs and concerns of both genders. If men or women are disadvantaged in the given situation, then the policy goal should seek to redress this imbalance. Goals are transformatory when changing the institutions and structures (social, political, economic, cultural, etc.) of the policy context, so that full gender equality can be more readily achieved.

## 2. The Four Gender Goals

### 1. To improve welfare through energy policy

This goal aims to bring an improvement in women and men's lives by reducing drudgery and time poverty which are linked to improving women and men's health.

There can be a specific focus on women's welfare to recognize that they work longer hours than men, when their household tasks are considered as well as their other work in the family fields or in the family business, or as wage labourers. Many of the household tasks require considerable physical effort and negative effects; for example fetching water, fetching firewood and cooking over smoky, open fires.

Health and safety are major concerns about the use of biomass fuels. As a consequence there is a lot of attention on smoke reduction which can bring health improvements for all family members and improved safety for children through the promotion of improved stoves and fuel switching. However, energy policies tend not to focus on the collection component of the biomass fuel chain which involves carrying heavy loads of wood and charcoal and has serious physical consequences for women in rural areas and men in urban areas.

Goals aimed at improving welfare in most cases this relates very closely to satisfying practical needs.

### 2. To increase productivity through energy policy

There are two broad themes that can be addressed under this goal which also contribute to macro-economic goals. Firstly, access to modern energy sources and improved technologies has the potential to help women and men produce more efficiently and to produce more in a quantitative sense and better quality products, leading to higher incomes for the women and their families. Examples include: electric sewing machines to replace hand machines, solar driers which give a better quality product (dried fish or fruits); improved small scale bakery ovens, electric light allowing work in the evenings, refrigerators allowing the sale of cool drinks; and computers supporting business enterprise. Improvements in efficiency can also lead to a reduction in drudgery and free time for relaxation and recuperation.

The liberalisation of energy markets is opening up new opportunities for the provision of energy services. Energy Service Companies (ESCOs) are springing up, many focusing on rural areas, offering the potential of good incomes. ESCOs support the energy economy by doing any one or more of the following: producing, processing, distributing and selling energy or energy resources. Women should not be excluded from these opportunities – particularly when based on prejudices that women are not interested in technical matters. Women are good candidates to be successful energy entrepreneurs (Batliwala and Reddy, 1996). Women who live in rural areas know local circumstances and understand local needs. A woman may be able to sell more effectively to other women, and access to potential female clients is not hindered by social constraints. Energy companies can also employ women as operation and maintenance technicians at the local level.

**Case 1: Energy project to increase productivity. Ugandan women and solar dryers**

In Uganda, an FAO/UNDP post-harvest programme recommended small-scale solar dryers for long-term storage and household consumption of fruit and vegetables. However rural women's groups were more interested in solar dryers for income generation than for food security. Subsequently, the 'Fruits of the Nile' company was formed in 1992 to link rural producers with the market for dried fruit in Europe. Within three years more than 50 women groups had taken up the solar drier technology, and in 1995 the company exported more than 50 tonnes of dried fruit. The original food security concerns are also being addressed: When they are not drying for profit, the women use the solar dryers to preserve vegetables and fruits for home storage and consumption (Okalebo & Hankins, 1997).

When the project goal is to aim at improving productivity in most cases this relates very closely to satisfying productiveneeds.

### **3. To promote women's empowerment and gender equity and equality through energy policy**

The terms 'women's empowerment', 'gender equity' and 'gender equality' are often used interchangeably, although they mean different things. Equity means a 'fair' distribution. To you, it might mean that women and men get paid the same wage for the same work. To someone else it might mean that women should be paid less, because their childcare duties won't allow them to make overnight stops at a remote energy utility facility. What is meant by 'equity' has to be decided and who decides is an important factor in determining the outcome.

On the other hand 'equality' means equal distribution. There is no universal agreed definition of gender equality. We might consider that equality exists when both men and women are attributed equal social value, equal rights and equal responsibilities, and have equal access to the means (resources, opportunities) to exercise them. Outside the household, equality relates to whether women are treated equally in the workplace (pay, promotion, conditions etc) and in public arenas where collective decision making is made, such as politics. However, gender equality does not mean that women and men become the same – there is value in diversity. Nor does equality mean that there should be equal numbers of men and women in a particular function irrespective of capacity to carry out the function. What is probably more important for reaching policy objectives is that gender-sensitive men and women are involved.

Empowerment is an extension of the equality idea; it refers to enabling people – in this case, women – to take charge of their own lives, where formerly they were under the authority of other people (fathers, husbands, brothers, male bosses), and had to obey or agree, whether they liked it or not (gender contract). Women's empowerment implies that they should have more autonomy and be able to make decisions on issues that shape their lives, both at household level but also in society in general. This autonomy can be financial; if women as individuals have means of making money and can spend it as they chose. But it can also mean more social freedom. Empowerment of women might mean for example that in cases of divorce, they have equal rights over the children and inheritance; that they can claim protection in cases of household and sexual violence, not just in theory but in practice; that they have the right to control their own sexuality and reproductive functions; and generally that educational and career opportunities are open to them where these were formerly restricted.

The term empowerment is much used and probably misunderstood. Some take it to be a goal, others see empowerment as a process which leads to certain outcomes – for example the UN HDR sees empowerment as participation to contribute to economic goals while Oxfam sees it as challenging oppression and equality.

It is evident that goals related to equity, equality and empowerment all relate to changes in gender relations, in other words, to a redistribution of power between the genders. It is difficult for energy policy and most energy projects on their own to really empower women in the transformatory rather than economic sense of the word. The reasons why women are not empowered are complex and many sided; energy is only one of many reasons why women have little access that might contribute to their lack of empowerment. Changing gender relations and norms can take time, and often longer than the time scale of most energy projects. It is not a particular energy technology that has the potential to really empower women, but the process by which the energy technology is introduced or as a consequence of having access to the technology (saving time to do other things or increases status from increased income). A project should be carried out in a way that women get new types of opportunities, such as management positions, or technical training in maintenance. Projects can be carried out in such a way that women are properly represented in decision making, areas where they were previously ignored. Participation can help women gain self-confidence to achieve a range of things, including speaking out and formulating their own needs. These achievements will depend not on the technology, but on the attitude and working practice of the implementing organization, which will have to be very sensitive to gender issues and to really involve women. However, there are examples where women have had access to T.V. and radio as a result of rural electrification projects that have enabled women to learn about their fundamental rights although this was not an aim of the project. We can say that women are empowered as a planned or unplanned outcome of an energy intervention.

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Women's empowerment, gender equity and equality all relate to the strategic interests of women.

#### Discussion Point

Women's empowerment can be taken to mean transforming gender roles and relations.

Do you think it is the role of energy policy to empower women in this meaning of the word? If so can you suggest how this could be achieved?

Or do you think energy policy should be confined to contributing to the economic empowerment of women?

#### **4. To improve the likelihood that the energy policy is successful**

Energy policy has generally been formulated in a top-down manner and has a major supply-side focus. This leaves energy policy open to the criticism that it doesn't understand the people's needs properly. Energy policy fails to recognise that women and men have different energy dynamics (roles in the household, decision making areas, energy needs, responses to crises or coping mechanisms) and as a fails to make available fuels, technologies and services that match those dynamics (Dutta, 2003), as well as employing appropriate policy instruments (such as taxation) to provide an enabling environment. In any form of consultation men's voices will always be heard more than women's, for example at public meetings, or when a survey interviewer goes to a household, since generally it is the male head of household (if there is one) who is expected to be the respondent. Many such surveys ask questions about 'the household' as if it were an undifferentiated unity. In this way, women's needs are not noticed. By finding out what women need as well as what men say is needed, results in gender equality in terms of benefiting from energy policy.

Policy implementation also needs to be gender-aware if energy policy is to meet its objectives. Women as well as men should be given the opportunity to participate in implementation activities. Programme and project teams should also have good gender balance.

Table 1: Overview of gender goals in energy policy

Gender Goal	Meaning	Implies	Example of Gender Goal at Policy Level
Welfare	Drudgery of work and time poverty reduced plus the related ill health reduced, but gender roles and relations are not changed	Practical needs to be met Relates mainly to so-called reproductive activities	To increase energy access to improve women and men's wellbeing.
Productivity	Women and men able to participate in economic activities or increase their productivity / efficiency; reduce drudgery and time devoted to production	Productive needs to be met, but gender roles not necessarily changed	To promote gender equality in energy service delivery.
Women's Empowerment, gender equality, gender equity	Opening up of new roles and opportunities for women outside traditional ones, in economic, social, and political sphere  Women able to participate on equal basis with men in the economic sphere; earn and control income for themselves, if this was not the case before	Strategic interests need to be addressed. Relates to new types of activities and new roles and freedom for women. Gender relations are altered to be more favourable to women. More emphasis on strengthening women's productive activities or opening new opportunities for women's production.	To promote gender equality of employment in the energy sector.
Policy efficiency	Gender roles properly understood; the household no longer seen as the unit in planning.	Programmes and projects should be more carefully targeted and based on women's and men's priorities.	To increase women's contribution to policy making and programme implementation.

## 5. Matching gender goals and needs

Probably women and men would not define their energy needs in terms of gender goals but more in terms of practical and productive needs. That is not to say that they would not have strategic needs. From the above discussion, it is clear that there is a relationship between peoples' expressed energy needs (for practical, productive and strategic purposes<sup>16</sup>) and gender goals (welfare, productivity, and empowerment). A gender-aware energy policy by incorporating gender goals into the policy will ensure that the needs of both women and men will be met.

Table 2 suggests some examples of energy technologies which match different gender goals.

<sup>16</sup> See Unit on Identifying gender needs and gaps in the energy sector

Table 2: Examples of energy interventions to match different gender goals

Gender goal	Types of needs/issues addressed	Could be met by energy intervention:
<u>Welfare</u> Reduce drudgery associated with cooking on woodfuel	<u>Practical need</u> Reduce the time taken and the load that has to be carried	Improved wood stoves  Bottled gas
<u>Productivity</u> Women and men to increase their output in their tailoring businesses  Women should be able to devote more time to productive activities	<u>Productive need</u> More efficient sewing machine  Speed up housekeeping tasks	Electric sewing machine  Water supply pumped and grain milling automated rather than by hand Electric light for work in evenings
<u>Empowerment:</u> Women should participate on an equal basis with men in decision making regarding communal activities  Girl children should have as much education as boys	<u>Strategic interests:</u> Women need confidence to enter into discussion with men and time in the evenings to participate in meetings  Girls need time to attend school and do homework	No direct energy solution, but the management of the energy project could (a) work with women's groups to help them develop their public speaking skills, and (b) project committees should have minimum 50% female members. Street lighting may encourage attendance at meetings  Reduce girl's housekeeping tasks through modern energy: electric pump to bring water closer to houses, powered mill to grind grain. Lighting in the household allowing for school work in evenings.

### Concluding remarks

Developing gender goals is an important step in developing a gender aware energy policy. These goals help create a transparent policy which aims to ensure that there is gender equality in policy outcomes. The next step is to develop the indicators which can be used to monitor progress and evaluate policy content and implementation practice.

## **Exercise: How can energy interventions meet gender goals?**

### **Instructions**

The facilitator will organise you into groups.

In your group, read the text and answer the questions. You have 20 minutes.

Each group will then share their suggestions in plenary.

### **The Policy Context**

Consider a poor, slum area of a city that you know. Several families live in one house usually, if they are lucky there is a space at the back where the cooking is done. There is no electricity – partly because people are too poor to pay for it, but also because the houses are of such poor quality that the electricity company says it is not safe for them to get wiring.

Some of the houses closest to the main road, where there is an electricity line, have illegal connections, but from time to time the police come and cut them off. Most people use charcoal for cooking, and they buy it in small quantities, usually daily, which means that they pay much more per kilo than if they were to buy a sack once every two weeks or so. If they have lighting at all, they use small wick lamps with kerosene. The community is made up of some families (parents and children), but also a large number of single young men, who have come from villages in hope of a better job in the city, and women on their own (sometimes two sisters together), with their children but without an adult male. The men get jobs when they can as labourers carrying goods in the nearby city market, the women try to earn money by petty trading and other means, because there are few labouring jobs available for them. Some men have a tendency to get drunk in the evenings, which leads to women being molested, and parents don't want their young girls to go out at night.

The buying power of the people is obviously very low, and their use of modern energy is also low.

### **Questions**

What types of energy might help women and men to support themselves and give them income earning opportunities? What sort of opportunities might these be?

What types of energy might improve the welfare of women and men and reduce the drudgery of their daily lives? Would this also improve their health?

Can you suggest any energy interventions that might make a long term difference to women's position in this community?

## UNIT 7

### INDICATORS FOR ACHIEVING GENDER GOALS

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<b>Learning objectives:</b>	After completing the unit the participant should be able to: <ul style="list-style-type: none"><li>• Explain the need for gender indicators in energy policies and programmes</li><li>• Classify indicators as input, process, output or outcome</li><li>• Explain the difference between qualitative and quantitative indicators</li><li>• Develop gender indicators for energy policies and programmes</li></ul>
<b>Time schedule:</b>	2 hours
<b>Aim of the unit:</b>	To demonstrate the role of gender indicators in achieving gender goals.
<b>Key concepts and ideas introduced in this unit:</b>	Quantitative indicators; qualitative indicators SMART indicators Baselines and targets
<b>Topics in this unit:</b>	Levels of indicators Categories of indicators Data for Indicators Designing gender indicators for gender goals Baselines and targets

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# INDICATORS FOR ACHIEVING GENDER GOALS

## Introduction

Indicators can be used to measure progress in reaching a goal over time in a specific situation or condition. Indicators should therefore measure the extent to which an objective has been met and targets have been met. Indicators are a tool for both monitoring and evaluation in policy and implementation. They enable us to track performance and to take corrective action if need be.

Gender indicators are linked to gender goals (see unit on Gender Goals). They are intended to measure progress in reaching gender goals over time. Gender indicators can also be used for monitoring and measuring progress on gender mainstreaming in policies and processes both at the implementation level and at the organisational level in terms of human resources policy (see Unit on Gender Organisational Assessment).

In this unit we will look at the different ways that indicators can be categorised. We are introduced to qualitative and quantitative indicators. What needs to be taken into account when designing indicators is explained and the SMART tool for developing indicators is described. The type of data needed for tracking indicators is outlined. This section is followed by developing gender indicators for gender goals. The unit finishes with explanation of the need for establishing baselines and setting targets as well as the importance to verify the extent to which targets have been reached.

## Levels of indicators

Energy Policy is intended to deliver specific outcomes (eg national energy security) or contribute to broader national goals (eg economic development). A gender-sensitive energy policy should have at least one gender-sensitive outcome (or goal): for example, ensuring that women and men benefit equally from energy policy. No-one in the energy sector consciously sets out to do anything else but in reality it does not happen. However, by making reference to women and men in the policy means actions have to be taken to ensure that the goal is actually reached. Indicators help us to reach that goal. Outcomes are reached through policy implementation by means of programmes or projects which consist of a number of activities which deliver outputs. Activities require inputs. At all levels (outputs, activities and inputs) there can also be gender indicators.

Input indicators are used to measure which resources, and to what extent, have been allocated to ensure that a project can actually be implemented. This assessment is part of evaluation which can take place at any point in the policy or project cycle.

Examples of key questions to ask at this stage: Is gender disaggregated data routinely collected?  
What percentage of the MoE budget is allocated to ensuring that women's energy needs are met?  
Was gender sensitivity training given to all team members?

Process indicators are used during project implementation to monitor activities and to track progress towards the intended results.

Key questions: What factors are furthering/hindering reaching project gender goals?  
Have partner organisations sufficient gender capacity?  
Are gender goals clear to all partners?

Outcome indicators measure the long-term results of policies and programmes and their effectiveness in achieving the gender goals. This assessment requires monitoring and evaluation. Key questions: What are the desired/undesired effects on gender equality?

Have attitudes and practices towards incorporating gender issues into energy policy/practice changed?

## Categories of indicators

There are two categories of indicators: quantitative and qualitative.

Quantitative indicators measure amounts in terms of number, percentage, rate or ratio (e.g. the number of women and men working in the electricity utility) and changes over time (eg percentage change in the number of women working in the electricity utility over the last 10 years).

Qualitative indicators measure viewpoints, judgements and perceptions towards a given situation or subject. They can include assessing changes in sensitivity, satisfaction, influence, awareness, understanding, attitudes, quality, perception, dialogue or sense of well-being. They can measure results in terms of: compliance with...; quality of...; extent of...; level of ... (eg women and men's perception of solar home systems; women feel their health has improved since using LPG for cooking; level of commitment to Ministry staff towards gender mainstreaming). However, the data gathered to measure this type of indicator can show important perspectives on the effectiveness of a project – offering in-depth examination of, and insights into, social processes, for example, why a particular intervention did or did not work.

The two sorts of indicators should be seen as complementary and as measuring different aspects of the same situation.

It is very easy to slip into developing general and purely quantitative indicators that measure number or percentage of something, for example, “number of new electricity connections made.” These can be considered weak indicators as they merely communicate that something has happened but not whether what has happened in terms of potential outcomes for women and men, for example, do woman-headed households have the same rate of connections as man-headed households.

In some instances, data will not be available for the most suitable indicators of a particular result. Often these relate to sensitive topics such as sexual harassment while collecting fuelwood or levels of household income. In these situations, use can be made of proxy indicators which are a less direct way of measuring progress towards and outcome.

Too many indicators are difficult to track in terms of the quantity of data that needs to be collected and analysed. Therefore the indicators chosen should be selective and representative. In order to help develop meaningful indicators it has become common practice to use the SMART construction:

**Specific:** Is the indicator specific enough to measure progress towards the results?

**Measurable:** Is the indicator a reliable and clear measure of results?

**Attainable:** Are the results in which the indicator seeks to chart progress realistic?

**Relevant:** Is the indicator relevant to the intended outputs and outcomes?

**Time-bound:** Is there a realistic deadline set for achieving the goal?

### Discussion Point 1

Have you had any experience with developing and/or working with indicators? Where they quantitative? Qualitative? Where they SMART?

Above all an indicator needs to be **credible**. Do decision makers and other indicator and its data? Large volumes of data can confuse rather than enlighten. Observation is no more inherently objective than a qualitative observation.

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credible

## Data for indicators

The data for quantitative indicators are usually collected by sample surveys which can be at different levels, such as national living-standards surveys or work-place based surveys. Quantitative data can clearly identify gender gaps, for example, differences in the number of women working in technical positions in utilities. However, care needs to be taken with inferences drawn from the data. For example, if the number of women employed in the utility has increased, it is tempting to decide that this is an advance in gender equality. However, if the women do not have the same conditions of pay and service as men, then it cannot automatically be considered a positive change.

The data for qualitative indicators is generally collected through interviews and participatory data gathering methods which make data more costly to collect and so can result in smaller sample sizes than a survey using quantitative methods for the same amount of money. There is sometimes scepticism about the validity of the data from participatory methods among some energy sector

**Discussion Point 2**  
Do you consider that qualitative gender indicators have a role in the energy sector?

professionals with a technical background, particularly in relation to how representative the findings are to the population as a whole. However, the increasing use of Participatory Poverty Assessments as part of PRSP processes is increasing methods and helping overcome

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Table 1 gives examples of different approaches to data collection for indicators and their strengths and weaknesses.

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Indicators are more useful if they are **easy** to verify. Therefore when developing an indicator, how it will be measured, both in terms of method and frequency. How realistic is it in terms of time and cost? The answer to this question can lead to an adjustment in the number of indicators used however there must be sufficient breadth of changes happening and to provide cross-checking.

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easy

Table 1: Methods for indicator data collection

Type	Description	Benefits	Drawbacks	Examples
Checklist indicators	Ask whether something is or is not in place. The measure is a question of "yes" or "no."	Good for monitoring processes, statements of political will, commitments. Simple and cheap data collection.	Lack qualitative aspect. Sometimes a question of interpretation	Is a gender mainstreaming policy in place in the MoE? Was a gender expert involved in production of the energy policy?
Statistics-based indicators	"Traditional" indicators that measure changes using available statistical data.	Information is readily available.	Rarely provide a qualitative perspective. Often need to be complemented with the other two types.	Male: Female ratio with access to electricity Male: Female employment levels in the energy sector

Indicators requiring specific forms of data collection	Require specific forms of data collection (sociological surveys, focus groups, interviews, etc). Require specific, replicable methodology so that data can be compared over time.	Data is often extremely useful and specific. Good means of collecting qualitative data.	Often resource-intensive (time, money, human resources).	% of women/men satisfied with their solar home system. % of women/men who consider that the national energy policy meets their needs.
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Indicators can be used at different levels (national, regional, local) depending on what policy or intervention is being monitored or evaluation. It also needs to be clear what it does measure but also what it does not measure. Table 2 gives some examples.

Table 2: Examples of indicators, what they do and do not measure<sup>17</sup>

INDICATOR	Level of measurement	What does it measure?	What does it not measure?	Source of information
Male : female ratio of top-level energy decision makers	National	Gender balance in decision-making positions	Awareness of commitment to gender equality issues by either men or women	Survey National statistics
Male : female levels of awareness of ways and means to improve energy efficiency measured pre- and post-interventions (i.e., information campaigns, etc.)	National, regional, local (depends on intervention)	Differences in level of change between men and women indicate how well campaign targeted men and women	Impact on environment and gendered cost and benefits	Sociological survey
Male : female levels of awareness of new technologies and home appliances that could improve energy efficiency both at the work place/store and home measured pre- and post-interventions (i.e., information campaigns, etc.)	National, regional, local (depends on intervention)	Differences in level of change between men and women indicate how well campaign targeted men and women	Impact on environment and gendered cost and benefits	Sociological survey
Male : female accessibility to and affordability of clear energy measured pre- and post-interventions	National, regional, local (depends on intervention)	Accessibility and affordability of clear energy	Gender equality	Household survey

<sup>17</sup> Adapted from UNDP (2007), Gender Mainstreaming in Practice: A Toolkit (PART II: Sectoral Briefs)

Male : female per capita energy consumption measured pre- and post-interventions	National, regional, local (depends on intervention)	Differences in level of change between men and women indicate how well intervention targeted men and women	Gender equality	Household survey
Male : female electricity consumption	National, regional, local (depends on intervention)	Accessibility and affordability of clear energy	Gender equality	Household survey

## Developing the gender indicators

Gender mainstreaming requires gender goals for policies and programmes. In the unit on gender goals three types of goals which focus on the intended beneficiary were identified: welfare (reducing drudgery and improving health), productivity (income generation) and empowerment/equity/equality (participation, decision making, self-confidence). A fourth type sees taking a gender approach as having benefits for organisational efficiency, particularly in being able to have more successful policy outcomes.

Each gender goal will require at least one indicator. The indicators can be system related (referring to who actually gets to use and benefit from the energy provided by the project) or development related (what the impacts of the energy are on men's/women's lives). Depending on the target beneficiaries, the indicator may refer only to women or it may refer to men and women. The former may be used in a policy or project targeting women specifically or where both women and men are involved and where women might need extra support.

1. Identify the gender goals [See Unit – Identifying Gender Goals].
2. Develop an indicator for each gender goal. The process should begin with the following questions:
  - What type of information (which variable) can demonstrate a positive change?
  - How can we measure that the expected results are being achieved?
  - What can be feasibly monitored with given resource and capacity constraints?
  - Will timely information be available for the different monitoring exercises?
  - What will the system of data collection be and who will be responsible?
  - Who will use the data?

Table 3 gives examples of outcomes to benefit women for each of the four types of gender goals, with an example of the possible energy intervention to meet the goal, an expected development impact and a possible indicator to measure the impact.

Table 3 Gender indicators for reaching gender goals

Gender goal	Possible energy intervention	Development impacts expected	Possible indicator
Women's welfare Reduced drudgery and time saved in fuelwood collection	LPG programme	Women and men's drudgery reduced	Time spent in fetching water and fuel
Productivity of women Women should be able to devote more time to productive activities	Water pump and grain mill installed	Women start new businesses	Number of active businesses run by women
Empowerment for women Girl children should have as much education as boys	LPG programme Water pump installed	Girls educational achievements improve	Number of girls and boys attending school
Project efficiency	Household Electrification	Women and men have more leisure	Hours of rest (w/m)

## Baselines and targets

Once the indicators are identified baselines and targets need to be established for the level of change anticipated. The baseline and target should use the same unit of measurement as the indicator. Baseline data is very important for monitoring and evaluation. Without this data progress and change cannot be measured. Once the baseline is established targets can be set. These should have a realistic time period in which an output and outcome can be achieved. Usually for outcomes four or years are chosen for medium term achievements and ten years for long term. Outputs can have much shorter time periods and can be set as milestones during a project implementation. It is also possible to set intermediary targets (for example an average annual rate of increase or step changes where there is a learning curve such as where women's skills need to be built first).

Verification of the targets is an important part of building legitimacy and confidence of citizens in government policy and its implementation by energy agencies. Baseline monitoring and achieving targets can be done by the organisation itself or it can be independently audited. The same policy or programme can be monitored or evaluated by different stakeholders using their own indicators.

## Summary

Indicators are a tool for decision making on policy and implementation. Indicators:

- Inform decision making for on-going programme or project management
- Measure progress and achievements
- Clarify consistency between activities, outputs, outcomes and impacts
- Ensure legitimacy and accountability by demonstrating progress
- Assess project and staff performance

Gender indicators play an important role in gender mainstreaming. They enable us to track the implementation of gender goals and to make timely adjustments to ensure gender equitable outcomes are reached in the energy sector.

### **Reference**

UNDP (2009) Handbook on Planning Monitoring and Evaluating For Development Results

## Exercise: Identifying and developing indicators

In this exercise you are asked to classify some indicators as qualitative or quantitative and to state whether or not they are gender sensitive. After that you are asked to develop some indicators to measure the outcomes of a typical energy sector project dealing with household energy. This exercise can be done in small groups (2 or 3 participants) and takes about 30 minutes plus 15 minutes discussion in plenary.

Are the indicators mentioned below qualitative or quantitative indicators? Are they gender sensitive? Can they be formulated to be more gender sensitive?

Indicator	Type:
Number of connections to an electricity network.	_____
Women feel electricity has brought benefits to their lives.	_____
The number of electricity blackouts.	_____
Kerosene supply has improved.	_____
Number of women using LPG for cooking	_____
Existence of an energy sector policy on household energy	_____
Percentage of household tasks done by men.	_____

Now read a summary of a household energy programme which, while is intended to bring benefits to women in particular, also provides opportunities for men to benefit.

The MoE has decided on an energy programme to provide alternatives to fuelwood for rural women. By improving access to alternative fuels it is intended to improve women's health and reduce their drudgery. The programme will address issues at the policy and implementation levels. At the policy level, it will be necessary to assess whether or not the instruments are in place to facilitate access to alternative energy sources. One of the main mechanisms for improving access will be the establishment of local energy service companies (ESCOs). A third gender objective is to increase women's economic empowerment by supporting them in becoming energy entrepreneurs. Entrepreneurial training on running an ESCO will be given by the government's small enterprise unit and no previous experience as an entrepreneur will be required to participate in the programme. The training is open to both women and men. Although the programme will not make direct interventions in support of this outcome, it is hoped that women will also be able to take advantage of the increased energy availability and increase in time to set up the MoE needs to develop some indicators for use in programme monitoring that can measure four variables.

Your task is to develop the indicators for the four variables which are given in the table below (maximum of three per variable). Try to develop a mixture of quantitative and qualitative indicators.

Variables	Indicators
Policy support for an engendered policy	1.
	2.
	3.
Institutional support for gender-sensitive entrepreneurship	1.
	2.
	3.
Gender issues at implementation level: ESCOs	1.
	2.
	3.
Gender issues at implementation level: Users	1.
	2.
	3.

## **UNIT 8**

### **GENDER ORGANISATIONAL ASSESSMENT: ASSESSING THE CAPACITY OF ENERGY SECTOR ORGANISATIONS TO MAINSTREAM GENDER**

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<b>Aim of the unit:</b>	To introduce tools for assessing the capacity of an organisation for gender mainstreaming.
<b>Learning objectives:</b>	After this unit, the participant should be able to: <ul style="list-style-type: none"><li>• Explain when and why a gender-related assessment of an organisation is needed;</li><li>• Argue the importance of organisational assessment through a gender lens - not only for the organisation in question, but also for partner organisations in the energy sector;</li><li>• Name three types of tools to analyse the gender capacity of an organisation.</li></ul>
<b>Time schedule:</b>	In total: approximately 2 hours Study of the theory and tools: 60 minutes Discussion points: 15 minutes Exercise: 45 minutes
<b>Key concepts and ideas introduced in this unit:</b>	Organisational assessment Gender profile
<b>Topics in this unit:</b>	Gender organisational assessment Tools for gender organisational assessment Gender profile of organisations Baseline for monitoring progress in building capacity to mainstream gender

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# **GENDER ORGANISATIONAL ASSESSMENT: ASSESSING THE CAPACITY OF ENERGY SECTOR ORGANISATIONS TO MAINSTREAM GENDER**

## **Introduction**

In order to develop and implement gender responsive energy policies, ministries and other sector organisations responsible for energy should have the capacity to work with a gender mainstreaming strategy in all aspects of their work and operations. To assess this capacity, national institutions are increasingly conducting “Gender Organisational Assessment” (GOA). A Gender Organisational Assessment is a critical evaluation of the strengths and weaknesses of an institution’s systems; operations; programmes and policies, as well as an assessment of existing constraints and opportunities within an organization to comply with political commitments to gender mainstreaming at the level of the organization, work unit and individual. A key output of the Assessment is the establishment of processes and procedures to support gender mainstreaming in the organisation such as a gender structure (e.g. gender focal point, gender working group), a gender strategy, an engendered monitoring and evaluation system, engendered reporting, gender training, technical training of women, key performance indicators for staff on gender mainstreaming, an engendered communication strategy, etc.

A Gender Organisational Assessment can be used to:

- improve an organisation’s functioning, particularly in terms of integrating gender into processes and policies;
- identify existing capacities that can be drawn on, as well as gaps in capacities that need to be addressed, in the gender mainstreaming process;
- provide a baseline for monitoring and measuring progress on the institutionalization of gender mainstreaming in the organization;
- promote gender equality within an organisation.

In this module some tools and techniques for organisational assessment related to gender issues will be presented as well as approaches to strengthening the gender capacity and profile of the organisation.

A GOA should not be confused with a gender audit which approach for undertaking a gender analysis of an energy policy, programme and related projects. Indeed a GOA can be part of a gender audit<sup>18</sup>.

In this unit, some general information about the aim and content of a gender organisational assessment is presented first. Secondly, tools are described that can be used to carry out the

### **Discussion Point 1**

Have you ever been involved in an organisational assessment procedure? What form did it take? What are your experiences with organisational assessment? Was gender an issue?

assessment (with detailed examples in the appendices). This is followed by an explanation of the benefits of defining an organisation’s gender profile and how the assessment can be used as the basis for identify training needs. It finishes with an explanation of how a gender assessment of partner organisations can be used to benefit policy implementation.

<sup>18</sup> Information on Gender Audits is presented in another unit in this manual.

## Gender Organisational Assessment as a method to analyse organisations

A Gender Organisational Assessment involves creating a situation in which staff, including senior management, take a step back from the task in hand and reflect on the functioning of an organisation in terms of its approaches to gender mainstreaming. The assessment can be their own organisation or it could be of another organisation which might be considered as a partner organisation involved in developing or implementing policy.

The goal of a GOA in the context of this unit is to gain a better understanding of the organisation: identifying the strengths and weaknesses for gender mainstreaming.

Whenever you intend to engage in a GOA procedure, remember that an assessment, even in its mildest form, can be threatening to an organisation's staff as it may uncover conflict within the organisation, or between the assessed organisation and others. Indeed, many people (women as well as men) find the concept of gender threatening. Such an assessment can be used to identify misunderstandings and highlight opportunities for training to rectify misunderstandings and for other forms of capacity building.

Organisational assessments vary in complexity which is reflected in required skills and cost.

The simplest form of assessment makes use of standardised assessment checklists that highlight key areas of organisational tasks and functions. The checklist needs to incorporate gender issues – the organisation's gender policy, staffing, past record on gender and energy projects etc. There are numerous checklists available. This type of assessment can be done by an individual from within your organisation, or by a hired professional. An external evaluator may be more expensive but can be seen as more objective than someone from your own organisation. The checklist outcomes should be presented in a report that is shared within the organisation.

### Discussion Point 2

Do you think staff might see it as a threat if they are suddenly assessed on gender issues within the organisation and their gender-awareness? Have you had any experience with this? How were any negative perceptions addressed, if at all?

Table 1 lists the areas that can be examined as part of an organizational assessment, what could be reviewed and possible tools (see next section) that could be used to carry out the review. It is not necessary to carry out a review of all the components in the table. The areas for analysis focus on different aspects of an organisation: policy (1), implementation (2) and human resources policy (3&4). You may decide to focus on different aspects at different times.

Table 1: Areas for analysis in an organizational assessment on gender

Areas to review	What to review	Methods/tools
1. Policy frameworks	<ul style="list-style-type: none"> <li><input type="checkbox"/> Gender policy and vision</li> <li><input type="checkbox"/> Logframes and other frameworks – gender in objectives, outputs, activities, budget</li> <li><input type="checkbox"/> Manuals and publications reflect gender</li> <li><input type="checkbox"/> Sex-disaggregated monitoring &amp; evaluation system</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Project document review</li> <li><input type="checkbox"/> Management and staff interviews</li> <li><input type="checkbox"/> Self-assessment questionnaire</li> <li><input type="checkbox"/> Staff workshop/focus group</li> </ul>
2. Existing gender capacity	<ul style="list-style-type: none"> <li><input type="checkbox"/> Gender focal point on staff</li> <li><input type="checkbox"/> Partner organizations/advisory group with gender expertise</li> <li><input type="checkbox"/> Gender training/capacity of staff and stakeholders</li> <li><input type="checkbox"/> Resource materials on gender available for staff</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Management and staff interviews</li> <li><input type="checkbox"/> Interviews with partner organizations</li> <li><input type="checkbox"/> Self-assessment questionnaire</li> <li><input type="checkbox"/> Staff workshop/focus group</li> </ul>
3. Gender-conscious workplace	<ul style="list-style-type: none"> <li><input type="checkbox"/> Promotion of gender balance</li> <li><input type="checkbox"/> Work/life policies</li> <li><input type="checkbox"/> Sexual harassment &amp; discrimination policies</li> <li><input type="checkbox"/> Gender-sensitive work environment</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Staff interviews</li> <li><input type="checkbox"/> Self-assessment questionnaire</li> <li><input type="checkbox"/> Staff workshop/focus group</li> </ul>
4. Gender balance of staff	<ul style="list-style-type: none"> <li><input type="checkbox"/> Gender balance at management level</li> <li><input type="checkbox"/> Gender balance at professional level</li> <li><input type="checkbox"/> Gender balance at field level</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Management interviews</li> <li><input type="checkbox"/> Staff workshop/focus group</li> </ul>

Analysis of the information collected using these tools can then be used in developing a Gender Action Plan<sup>19</sup>. The strengths of a gender organisational analysis are that it:

- Enhances the collective capacity of an organization to examine its activities from a gender perspective and promote gender equality;
- Helps to build organizational ownership for gender equality initiatives; and
- Sharpens organizational learning on gender through a process of team-building, information sharing and reflection.

The next section deals with tools which can be used for carrying out a gender assessment of organisations.

## Tools for organizational assessment

### Briefings

The organisational assessment should begin with a briefing for the senior management of the organisation to explain the aims and objectives of the gender organisational assessment, the approach to be used and the benefits gender mainstreaming will bring. After the initial briefing, other meetings (how many depends on the size of the organisation) can be held with staff to launch the assessment and introduce the person who will be conducting the assessment. This type of briefing provides opportunities for staff to ask questions and get clarification on the exercise as well

<sup>19</sup> There is a unit in this manual on Gender Action Plans

as to understand what is expected of them. The meetings should be chaired by the head of the organisation which underlines the importance assigned by senior management to the process. These briefings also help raise awareness and begin sensitization on gender and energy issues among the organisation's staff.

## Interviews and focus group discussions

The main data gathering methods in the assessment are interviews and focus group discussions with staff and management. The interviews and focus group discussions can begin with a reminder about the objectives and activities of the assessment. Staff and management can be interviewed individually – in a large organisation this might mean that only a sample of staff can be interviewed. Therefore care needs to be taken that the sample is representative of all functions and grades, with good gender balance. Interviews and focus group discussions can be guided by a semi-structured interview checklist (see Appendix 1 for individual interviews and Appendix 3 for focus group interviews). They should be carried out by an experienced gender facilitator who can answer questions and give explanations as well as stimulate discussions.

The type of information that interviews can produce includes:

- Assessment of existing knowledge and capacities of staff on gender including availability of resource materials on gender
- Catalogue of experiences and best practices on working with women and men
- Challenges encountered in working with women and men
- Identification of possible entry points or opportunities for addressing gender issues both within policy and processes.
- Identification of needs for training, support, etc. on gender.

### Case 1: Combining tools creatively: Kenya Power Institutional assessment

Kenya Power is a key player in the electric power supply subsector in Kenya with a mandate to purchase bulk electricity supply, and transmit, distribute and retail electricity to end-use customers throughout Kenya. Kenya Power chose to use a combination of tools to assess their capacities. Starting with an internal document review, the gender-assessment team used self-assessment questionnaires which were distributed to all staff. In addition, interviews with partners helped understand their perception of gender mainstreaming in Kenya Power. All the issues raised in the questionnaires and discussions were analysed through a SWOT analysis (strengths weaknesses, opportunities and threats), leading to the development of a Gender Action Plan.

## Self-assessment questionnaires

Technical capacity on gender as well as the institutional culture, decision making and staff recommendations can be assessed through individual questionnaires. A sample questionnaire is given in Appendix 2. Case 2 shows some information that can be obtained from this type of assessment.

### Case 2: What can self-assessment questionnaires tell us?

The following are some results, with some illustrative comments (in italics) from respondents, from an internal self-assessment questionnaire used by a utility which focused on staff's knowledge about and response to their organisation's approach to gender mainstreaming. The results illustrate how quantitative and qualitative data can provide important information for increased capacity-building and training, including the necessary associated budgetary support:

- Less than one-third of staff are technically very knowledgeable on gender mainstreaming, while the majority have limited knowledge (28 percent had higher than average composite score, with the average composite score for the whole sample being 1.33).
- Less than one in five people (17 percent) are completely aware that the organisation has a gender strategy, with half insufficiently aware. *It's just another term: we don't really know what it means*
- Virtually none of the staff has read the organization's documentation on operationalizing gender mainstreaming. *The manual is too complicated and does not provide a simple easily understandable definition of gender mainstreaming and its operationisation*

### Gender profile of an organization

In general, women tend to be the under-represented gender in the energy sector at all levels. On the one hand, both women and men can be trained to have a gender perspective and are able to carry out gender analysis as part of their work. On the other hand, the complete absence or low representation of women at any level is not likely to result in a gender-sensitive policy or project. Not only would women in the target group lack role models for their participation in the project; but in many cultures, male project staff members face real practical difficulties in collecting information from and working together with women.

Table 1 shows as part of a gender organisational assessment there can be an analysis of the organisation's human resources policy. An aim of gender mainstreaming can be to create equal opportunities for women and men to work in a sector. A gender-sensitive organisation should monitor its staff profile by recording the number of women and men at different levels (management, technical, field staff). After a GOA in which the numbers of women and men working at different staff levels was recorded, an energy organisation may decide that the existing balance between women and men is already appropriate to the task at hand; or it may decide that one gender or the other needs to be better represented (see Box 1 for an example). The gender profile data provides a baseline for setting future targets for staffing.

### Building Organisational Gender Capacity

A GAO can identify gaps in the organisation's capacity for mainstreaming gender. Bridging these gaps can be done through capacity building. This is not a one-off event but a continuous strategy to ensure that the organisation remains gender-sensitive. In the beginning there will be a need for intensive training which will gradually be replaced by refresher courses and induction courses for new staff.

Organisational assessment requires participants to take a step back and reflect on the organisation. In this way, organisational assessment can give a better understanding of an organisation. It can reveal unknown weaknesses and constraints of the organisation in relation to gender sensitivity and thus such an assessment can be threatening to staff.

It should not be assumed that female staff will be gender-sensitive and/or knowledgeable about gender work or that male staff will be the opposite.

Training programmes for capacity building should not be defined in terms of advancing one group (women) at the expense of another (men) - which is likely to meet resistance - but as an approach for improving the organisation's human resources so that they can contribute more effectively to the organisation's performance.

Training needs can be assessed which can form the base line for monitoring progress in building the organisation's capacity for mainstreaming gender. Appendix 4 provides an example of indicators which can be used for establishing the base line and then act as a monitoring tool.

#### Box 1. Gender balance in Energy Project Staff

The Ministry of Energy has funded a project titled "Up-Scaling Access to Integrated Modern Energy Services for Poverty Reduction", with the overall objective to contribute to improved livelihoods, poverty reduction and sustainable rural development through improved access to modern energy in rural communities. The project aims to work with and benefit women as well as men. As part of gender mainstreaming in this project, the gender team made a presentation to project management on its findings on organisational assessment, including the following slide:

##### Gender Balance in Project Team

	Men	Women	Total
Managers	4	2	6
Project staff	5	3	8
Zone field coordinators	2	0	
Field staff	6	1	7
Total	17	6	23

Project staff reaction to the slide: "Look at this, at HQ level we have some women managers and project staff. But most of our field staff are men. The baseline gender survey showed that male field staff can have difficulties accessing women. How are we going to work with women in this project?!"

### Gender organisational capacity of partner institutions

Energy Ministries and utilities often use other organisations to implement their policies. As part of the selection procedure, an assessment can be made of an organisation's willingness and capacity to incorporate gender into their work in the energy sector, for example through making gender assessments, working in a gender sensitive manner and a gender-aware human resources policy. The tools presented in this unit can also be used as part of that assessment.

An assessment may find that an organisation which looks a strong candidate as a potential partner because it scores well for many of the selection criteria but is weak in gender mainstreaming. This should not be seen as a reason for rejecting the organisation but the organisation could be offered capacity building to improve its gender sensitivity.

### Summary and conclusions

Three reasons for a gender assessment of an energy sector organisation are: to develop energy policies and programmes that are more gender sensitive, to improve the organisation's functioning in respect of integrating gender into policies and processes, and to promote gender equality within the organisation.

Both women and men can feel threatened by a gender assessment due to misunderstandings about the concepts of gender and gender approaches. It should not be assumed that women are automatically gender sensitive or that men will automatically be resistant to gender mainstreaming.

A Gender Organisational Assessment is an approach for analysing an organisation's capacity for gender mainstreaming. It can be used to raise awareness about an organisation's current policies and practices as well as the benefits of gender mainstreaming for both women and men. A GOA can provide base line data for identifying training needs and monitoring progress in creating a more gender sensitive organisation. A GAO can also be part of a gender audit of energy policy as well as providing input into a Gender Action Plan. Indeed one of the recommendations of a GAO could be the need for a Gender Action Plan.

### **Exercise: Tools for organisational assessment**

This exercise will give you the opportunity to practice some of the tools presented in this unit. The facilitator will divide the group up and assign the tools for testing. You will have 30 minutes to practice and then there will be 15 minutes to share experiences in plenary.

## **Appendix 1: Semi-Structured Interview Guide for Organizational Assessment**

Semi-structured interviews can be used to explore issues related to gender mainstreaming within an organization. It can be used together with the survey outlined in Appendix 2. Since it is a more intensive data gathering tool, it should only be conducted with a small sample of staff which should be representative of the different functions, and grades. It should be gender balanced.

One should allow no more than 30 minutes per interview since generally people's attention, in all but the most committed, begins to wane and the quality of the data diminishes.

The type of information that can be expected from such interviews includes:

- Assessment of existing knowledge and capacities of staff on gender including availability of resource materials on gender
- Cataloguing project experiences and best practices on working with women and men
- Identifying challenges encountered in working with women and men
- identifying possible entry points or opportunities for addressing gender issues in the organisation and its programmes
- identifying needs for training, support, etc. on gender

## **INTERVIEW PROTOCOL**

### **INTRODUCTION**

#### **Background**

[The information in the background section could be sent to the interviewees beforehand.]

This conversation is part of the internal gender assessment of [Y] to establish the baseline situation within the organization [and is carried out in conjunction with the written questionnaire sent to all members of staff]. We are interviewing a number of members of staff who are representative of the different functions and grades throughout the organization. This survey has the full support of the Board of [Y].

The overall objective is to develop a realistic and practical Gender Mainstreaming Action Plan and Capacity Building Plan for [Y]. We appreciate your help in talking to us to help us improve gender mainstreaming in [Y]. If you have any questions about the purpose or use of this conversation, please do not hesitate to ask. Please feel free to contact Mr/Mrs B of [Y]- who is/are staff member(s) responsible for the survey if you have questions or concerns regarding this survey .

During our conversation, with your permission, I will take notes. Anything you say will be kept CONFIDENTIAL. Your responses will not be used to evaluate you in any way. The objective is to develop a sense of what gender mainstreaming means in [Y] and to its employees. No names will be attached to any answers, nor will any individual's response be shared with their manager or colleagues. There are NO RIGHT OR WRONG answers. So please answer the questions from your own perspective of how you see the situation in [Y]. The more honest and thoughtful your answers the clearer will be the picture of the existing situation and the more useful the information to ensuring gender mainstreaming in [Y] is a success.

I expect the conversation to last no more than 30 minutes.

Before we begin do you have any questions?

Possible questions the project staff being interviewed might ask YOU. It is better to be prepared with responses to these questions:

What is gender anyway?

Is there funding available if I want to do something on gender?

Why is there all this focus on women? Does it mean that men will lose their jobs?

What does gender have to do with my work/this project?

There is enough to do on this project anyway, why should I be bothered about another angle?

[You may get a sense of other issues that could be raised from the written questionnaires (if it has taken place) and your counterpart in the organization responsible for gender mainstreaming.]

## 1. Background Data

Name:

Title – Unit:

M/F?

Technical field/area of expertise:

Key work areas/tasks:

Gender training (dates/type):

## 2. How relevant is gender in the sector and in your work?

2.1 Have you had to address gender issues in your own work? Please give examples. [Explore what kinds of issues/topics are raised, if any]. What roles do women and men play in the organisation?

2.2 Are there some parts of the organisation's work that you think DO have a gender dimension and other parts of the work that you think do NOT have a gender dimension?

You may hear responses such as...

Rural Electrification Coordinator: I think women and men both want electricity, but sometimes women don't have the authority to sign. For bill collection, we only hire men. I wonder if women could also do that job.

Rural Electrification/ Micro Hydro Project Coordinator: Electricity in homes is used by everyone. So there are no gender issues in rural electrification. Gender issues are more relevant for biogas and cookstoves projects, not for us!

## 3. Entry points and Opportunities

3.1 In your opinion, what are the principal entry points or opportunities for addressing gender issues in the organisation?

Eg the staff being interviewed might suggest one or more of the following entry points:

- Monitoring and evaluation – we should look at the impacts on men and women
- We need more knowledge about gender differences in energy use, I don't know enough to identify any entry points right now
- Policy dialogue, policy makers need to recognize gender before we can work at project level
- Women do not have the skills or training to work in these activities
- I can see the relevance of women in household energy but not in construction of power lines
- Men's ideas need to change, we need awareness-raising
- Men and women work together in the family, we have to educate them both
- We could employ women as extension agents
- We could offer credit to women's groups equally as to men's groups
- We could design our promotional materials to target both women and men

3.2 Can you give any examples of innovations or good practices in addressing gender in the organisation or elsewhere in the energy sector?

- Charcoal trade project, Senegal: Yes we have separate funds available to women's groups and

men's groups in the villages where we are working, because we thought both should benefit. The men are charcoal producers, and the women are traders; both want to improve the efficiency of their businesses. We had to give extra support to the women, because they are illiterate and have less status than the men.

- Rural electrification project, Laos: Yes we are subsidizing connection costs to poor households; being a female headed or single parent household is one criterion to receive a subsidy.
- Improved stoves project, Senegal: Yes we had a problem because the woman in the pottery group who attended the entrepreneur and accounting course was not literate and could not read the materials. We solved the problem by supporting her daughter to attend the course with her and help her understand and later, her daughter helped her to keep records.

#### 4. How is impact assessment carried out in the organisation?

Are poverty impacts measured? Social assessment? Is this by gender? Do men and women benefit equally from the organisation's work?

#### 5. Issues and Challenges

What are the principal challenges in integrating gender into your work?

Eg the staff might say:

- lack of time for me to do it
- low priority, too many other responsibilities
- lack of budget
- lack of skills/knowledge on gender
- lack of easy-to-use tool kits, check lists, good practice examples
- lack of demand for gender mainstreaming
- lack of support from my manager
- lack of training or background in gender and development issues in general
- I never thought about it
- Project activities have already begun, it is too late to add new things now.

## **Appendix 2: Internal Self-Assessment Questionnaire on Gender Mainstreaming for the Staff of an Energy Sector Organisation**

### **1. Introduction**

Insights into staff's perceptions of gender mainstreaming and understanding their interpretation of the concept and its processes can be gained through a self-assessment questionnaire. The questionnaire given below is suitable for the staff of an energy sector organisation, such as a ministry, rural energy agency or utility.

### **2. Purpose of the questionnaire**

The questionnaire is intended to provide general background information about staff's perceptions of gender mainstreaming and understanding their interpretation of the concept and its processes. The questionnaire can be used in combination with semi-structured interviews (Appendix 1) and focus group discussions (Appendix 3) which provide more detailed information and allow for in-depth exploration of issues. It can be circulated to all staff.

### **3. Administering the questionnaire**

#### **3.1 Method**

The questionnaire contains a total of 21 questions two of which are open-ended and 19 are multiple choice. The two open-ended questions ask the respondent to give two definitions. For the multiple choice questions the respondent is asked to mark one answer that they consider most appropriate.

The Results of the questionnaire can be analysed in the following two ways:

- Composite analysis, in which an index is made up of the answers respondents provide on multiple questions that represent various indicators of a single issue. This uses a scale of 1–3 (based on the total number of possible responses), with one being low and three being high.
- Univariate analysis, which focuses on the response to a single question at a time, to describe the range and average answer respondents provide to each question

#### **3.2 Time estimation**

It is estimated that the questionnaire should not take longer than 30 minutes to complete.

#### **3.3 Self-Assessment Questionnaire**

##### **Introduction**

This questionnaire is part of the internal gender assessment of [Y] to establish the baseline situation within the organization [and is carried out in conjunction with individual interviews and focus group discussions]. The questionnaire is being sent to all members of staff. This survey has the full support of the Board of [Y].

The overall objective is to develop a realistic and practical Gender Mainstreaming Action Plan and Capacity Building Plan for [Y]. We appreciate your help with improving gender mainstreaming in [Y]. If you have any questions about the purpose or use of this questionnaire, please do not hesitate to ask. Please feel free to contact Mr/Mrs B of [Y]- who is/are the staff member(s) responsible for the survey.



### SECTION 3: POLICIES FOR AND MANAGEMENT COMMITMENT TO GENDER MAINSTREAMING

This section seeks to determine how Y currently promotes gender issues within its policies and programmes and assess any supporting measures that are in place to support staff in incorporating gender in their work. It contains 6 questions.

Please check or tick the box which you consider best represents your response to the question:

- 3. Are you aware of any gender related policies, programmes, strategy, goals, objectives or indicators at Y? (e.g. in terms of hiring staff, selection of supported projects and project developers)

3.	Completely
2.	Sufficiently
1.	Insufficiently
0.	Not at all

- 1. How important do you think Y considers gender mainstreaming in its policies and programs?

3.	Very important
2.	Important
1.	Limited importance
0.	Not at all important

- 2. How well do you think Y operationalises gender mainstreaming in its policies and programs?

3.	More than sufficient
2.	Sufficient
1.	Insufficient
0.	Not at all/Don't know

- 3. Does Y require project developers to incorporate gender considerations into their project development and practice?

3.	Completely
2.	Sufficiently
1.	Insufficiently
0.	Not at all

- 4. Are gender issues included in the staff orientation processes?

3.	Completely
2.	Sufficiently
1.	Insufficiently
0.	Not at all

5. Does Y offer enough opportunities (capacity-building, training, technical support, documentation) to strengthen your knowledge of gender issues within your profession or technical area?

3.	More than enough
2.	Enough
1.	Not enough
0.	Not at all

## SECTION 4: INCORPORATING GENDER INTO YOUR OWN WORK

This section seeks to determine to what extent staff feel responsible for gender issues within their work It contains 5 questions.

Please check or tick the box which you consider best represents your response to the question:

6. How often do you integrate gender issues explicitly in your work?

3.	Always
2.	Usually
1.	Seldom
0.	Never

7. Do you feel confident to introduce gender issues in your own work?

3.	Completely
2.	Sufficiently capable
1.	Insufficiently capable
0.	Not at all

8. Do you use gender disaggregated data in the planning and monitoring of your work?

3.	Always
2.	Usually
1.	Seldom
0.	Never

9. Do you make use of external expertise concerning gender (gender consultants, technical support)?

3.	Always
2.	Usually
1.	Seldom
0.	Never

10. What type of training and/or capacity building would you need in order to address gender issues more effectively in your area of responsibility? Please tick one or more of the boxes below.

S/N	Topic	Please tick
1.	Basic concepts on; gender, sex, gender mainstreaming	
2.	Collection and or analysis of gender sensitive data	
3.	Gender sensitive budgeting	
4.	Gender sensitive monitoring, evaluation and reporting	
5.	Others: (please specify)	
6.	None	

## SECTION 5: RELEVANCE OF GENDER MAINSTREAMING WITHIN Y FOR CAREER DEVELOPMENT

This section seeks to determine the extent to what extent Y motivates and rewards staff for being proactive on gender issues. It contains 3 questions.

Please check or tick the box which you consider best represents your response to the question:

11. Are you expected to incorporate gender considerations in the areas under your responsibility (e.g. Policy, programming, advocacy, HR, financial management)

3.	Fully
2.	To a moderate extent
1.	To a limited extent
0.	Not at all

12. As part of your work are you required to report on gender-related achievements and challenges (for instance, in program progress reports or other status updates)?

3.	Always
2.	Usually
1.	Seldom
0.	Never

13. To what extent is attention to gender issues measured in your performance evaluation?

3.	Fully
2.	To a moderate extent
1.	To a limited extent
0.	Not at all

## SECTION 6: GENDER SENSITIVE ORGANISATION

This section seeks to determine how Y currently promotes a gender sensitive work place. It contains 5 questions.

Please check or tick the box which you consider best represents your response to the question:

14. Does Y have an active policy to provide gender equality and respect for diversity in decision-making, behaviour, work ethics, information etc.? If so, how would you rate its effectiveness?

3.	Excellent
2.	Sufficient
1.	Insufficient
0.	It does not have such a policy

15. Does Y do enough to discourage expressions of gender stereotypes and inequalities?

3.	More than enough
2.	Enough
1.	Not enough
0.	Nothing at all

16. How much attention does Y pay in ensuring respectful relations between men and women in the workplace?

3.	Very much
2.	Some
1.	Not enough
0.	Not at all

17. Are results on gender mainstreaming used as an indicator in your management's annual performance review of your work?

3.	Always
2.	Usually
1.	Seldom
0.	Never

18. Do you consider it important for Y to adopt a target for at least 30% of all technical staff to be women?

3.	Very important
2.	Important
1.	Not very important
0.	Unimportant

Thank you for taking time to respond to these questions

## Appendix 3: Focus Group Discussions

### Purpose

The focus group discussions are designed to be combined with the results from other sources of information collected from the organisational assessment. They will also serve to elicit experiences and opinions about Y's capacity to mainstream gender in the draft national energy policy and programmes, as the institution responsible for the energy policy.

### Logistics

The focus group discussions will be conducted with small groups (maximum 6) of technical staff at DoE. Each group should represent the different staff levels i.e. senior management, middle management, junior officers, field staff, etc. If the organisation is large enough, both single sexed and mixed focus groups composed of people of similar rank can be informative.

### Suggested time

The focus group meetings should be conducted to provide a detailed insight into the issues discussed. In this regard, meetings should be scheduled to allow at least two hours for each group. Providing light refreshments can be a stimulus to discussion.

### Method

- Begin by explaining the objective of the gender organisational assessment and the focus group discussion.

[The information in this section could be sent to the interviewees beforehand.]

The focus group discussion is part of the internal gender assessment of [Y] to establish the baseline situation within the organization [and is carried out in conjunction with the written questionnaire sent to all members of staff as well as a small number of one to one interviews]. We are interviewing a number of members of staff who are representative of the different functions and grades throughout the organization. This survey has the full support of the Board of [Y].

The overall objective is to develop a realistic and practical Gender Mainstreaming Action Plan and Capacity Building Plan for [Y]. We appreciate your help in talking to us to help us improve gender mainstreaming in [Y]. If you have any questions about the purpose or use of this conversation, please do not hesitate to ask. Also please feel free to contact Mr/Mrs B of [Y]- who is/are staff member(s) responsible for the survey if you have questions or concerns regarding this survey .

During our discussion, with your permission, I will take notes. Anything you say will be kept CONFIDENTIAL. Your responses will not be used to evaluate you in any way. The objective is to develop a sense of what gender mainstreaming means in [Y] and to its employees. No names will be attached to any answers, nor will any individual's response be shared with their manager or colleagues. There are NO RIGHT OR WRONG answers. So please answer the questions from your own perspective of how you see the situation in [Y]. The more honest and thoughtful your answers the clearer will be the picture of the existing situation and the more useful the information to ensuring gender mainstreaming in [Y} is a success.

I expect the discussion to last no more than 2 hours.

Before we begin do you have any questions?

[Please see Appendix 1 for suggestions about the types of questions that might arise at this point.]

[You might want the group to lay down some house rules at this point. Respect for other people's

opinions. Allow a speaker to finish. A speaker should not hold the floor for too long etc.]

[Conduct a plenary discussion using the following checklist of questions. The discussion should not only try to elicit a positive (yes) or negative (no) response from the group but should be facilitated so that the responses from the participants to the questions are structured in terms of:

- the main institutional strengths within Y to mainstream gender and
- the main institutional weaknesses within Y in mainstreaming gender. ]

### **Guiding questions to be used guide the focus group discussions**

- What is the group’s understanding/awareness of gender issues in the energy sector?
- Is the group aware of how international and national gender commitments (National Gender Policy, African Women’s Protocol, Beijing Platform for Action, MGD 3 etc) are being implemented and has this influenced their work?
- Does the group feel that gender mainstreaming would add value to Y’s work, why and how?
- Does the group feel that Y’s organizational policies, strategies and procedures include gender considerations? If so, do they understand it and how has it influenced their work?
- What initiatives have been taken by management to promote capacity building on gender?
- Are there gender champions (both male and female) at the different levels in Y (senior management, middle management/ junior staff / field staff)? Can the group identify who they are?
- Is there a specific post for gender staff in Y? How does the group rate its level of expertise: knowledge, skills and attitude?
- Does the choice of partner organisations that the group works with include gender considerations, such as their willingness and capacity to work in a gender-responsive manner?
- Does the group interact actively with national gender institutions and women’s organizations working for women’s advancement or with international gender networks for gender equality? What is the nature of these relationships?
- Does the group systematically collect and use gender-disaggregated data in planning, monitoring and reporting?
- Does Y undertake activities to promote knowledge sharing on gender through research, publications and documentation?
- Are financial resources allocated for gender mainstreaming at this level in the organisation (senior management, middle management/ junior staff / field staff)? Are these adequate? Who controls the allocation and disbursements of financial resources at this level?
- Is the format for budget reporting used by the group disaggregated by sex according to activities, research, area of work, etc.?
- What is the gender composition of staff at this level of Y (senior management, middle management/ junior staff / field staff)?

Gender Balance at Y	Women	Men
Board		
middle management		
junior staff		
field staff		
Total		

- Do recruitment and selection strategies facilitate the recruitment of women in technical positions in Y? What are they?
- Are results on gender mainstreaming used as part of job performance indicators for personnel working at this level?
- Does the group feel that Y’s publications reflect gender concerns adequately?

- Does the group feel that the image and reputation of Y is one of a gender-responsive organisation?
- Is the group satisfied with Y's collaboration with the Ministry of Women/Gender, whose mandate is to support gender mainstreaming in line ministries?

## Appendix 4: Indicators for Establishing a Baseline to Measure Institutional Capacity for Gender Mainstreaming<sup>20</sup>

A key element of gender mainstreaming is to establish a baseline for the assessment of organisational capacity that can be monitored on an annual basis to see whether gender mainstreaming is becoming institutionalized in the organization.

We describe here a tool that uses three indicators to evaluate the working practices in respect of gender within the organisation: the existence of capacity-building programmes, managerial support and staff performance incentives for using gender-aware approaches. This tool analyses the current situation, in terms of the staff training available for developing gendered approaches to energy project formulation and implementation as well as the culture within the organisation to gender approaches. It can be used as part of training needs assessment.

In the approach, a number of scenarios for an organisation's policy for capacity building and for changing the work culture, with different degrees of gender awareness, are developed. The scenarios are then set out in the form of a ladder ranked in terms of moving from the worst case to the most desirable situation. Each "rung" on the ladder represents one scenario and is represented by a score. In this example, the scales range from zero to three, although it is possible to put in as many "rungs" as you think desirable, reflecting low, medium or high scores. An assessment of where the current policy sits on the ladder is made (remember an organisation will not always start at "0" and it can be on different "rungs" for different elements). This scoring process generates discussion and brings out any differences in perceptions and preferences among the various stakeholders.

Where to position the organisation on the ladder can be done through a participatory workshop. The advantage of this approach is that it is part of awareness raising about gender mainstreaming.

It is possible to develop your own indicators and scenarios which can also be done through a participatory workshop.

The organisation can retain the results of the workshop and use it for monitoring progress with respect to gender sensitivity. The organisation should aim to move towards achieving the highest score in all categories (i.e. climb the ladder!).

### Method

#### Step 1

Identify variables and develop indicators of organisational policy options on gender-sensitive approaches to form the "rungs" of the ladder.

This can be carried out as a participatory exercise involving a small number of staff from different levels of the organisation and in large organisations different departments.

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<sup>20</sup> This tool is based on tools developed as part of the World Bank ASTAE Programme's EnPoGen Project. (Dayal, R., van Wijk, C. and Mukherjee, N. (2000), Methodology for Participatory Assessments with Communities, Institutions and Policy Makers: Linking Sustainability with Demand. Gender and Poverty, Water and Sanitation Program, IRC/World Bank,.) The methodology is based on the approach used in a review for PROBEC of Gender and Energy in Namibia with specific relevance to PROBEC interventions. (E. Cecelski, T. Makhabane, W.N. Ndevashiy, T.H. Hasheela, (2002) Gender and Biomass Energy Conservation in Namibia: A Case Study with Special Reference to GTZ/ProBEC Interventions, Final Report to the Southern African Program on Biomass Energy Conservation (ProBEC)/GTZ.)

## Step 2

Position the organisation on the ladder.

This can be completed as a desk exercise following on from the options identified in Step 1, or it can be in the form of a participatory workshop with more representatives from the organisation than Step 1. Such a workshop could take around half a day depending upon how many policy issues are explored.

### The instructions for a participatory workshop are as follows:

Start with the usual approaches to participatory workshops: introductions and icebreakers to neutralise hierarchical barriers to interaction and create an informal, relaxed climate conducive to sharing and learning together. A facilitator will be required.

The facilitator needs to decide, depending on the number of participants, if the group needs to be divided into smaller sub-groups. The sub-groups could be divided by function and seniority (for example, separate groups for senior and junior engineers) in the organisation. The use of sub-groups is especially recommended in circumstances where there are clear hierarchical relationships among the participants. Such hierarchies may inhibit honest responses about the way the organisation operates. The facilitator will need to have assessed the situation before hand and decide whether or not help from additional facilitators will be needed. If sub-groups are used it will be necessary for the facilitator to collate and present the results after each sub-group completes its own clustering and labelling. An advantage of the facilitator presenting the collated results is that any major disparities among the different groups can be brought out without anyone feeling threatened.

Cards representing the different scenarios are prepared by a facilitator (some examples of scenarios are given in the table on the next page). The cards should not indicate the score allocated to the scenario. There needs to be one set of cards for each individual or sub-group.

First, a short presentation should be made explaining why these policy issues of the organisation in relation to gender equity have been identified by those organising the workshop. At this point there should be NO attempt to explain or justify particular policy options. These issues will emerge during the workshop. It should also be stressed that creating a gender-aware organisation is not so much an exercise of advancing one group (women) at the expense of another (men) - which is likely to meet resistance - but as an approach for improving human resources that will contribute to more effectively reaching strategic goals of the organisation.

The facilitator should then organise working groups if appropriate. The cards for the first policy issue (capacity building) to be explored are mixed up and given to individuals or working groups to sort from the least gender-sensitive to the most gender-sensitive. This is a thought-provoking exercise and time should be allowed for discussion in the working group.

Once the groups or individuals have reached agreement on the order, the individual or group chooses one card which best describes the current situation and marks this with a pin or sticker.

The cards are then posted on a pin board or laid on a table showing the order as well as the card selected to reflect the current situation. These results can then be discussed. Part of the discussion can involve adjusting the indicators so that they can be used as a monitoring tool to measure progress in reaching the desired best practice in capacity building.

If people are not comfortable about making what might be perceived as direct public criticism of their employer, an alternative approach is to use pocket voting, a method that allows for some secrecy. For

each of the scales, empty envelopes are taped to individual cards carrying descriptions for scores of 0, 1, 2 or 3 for each topic. The cards are placed on a board turned towards the wall. Participants go behind the board one at a time and vote. The results are then tallied in front of the whole group so that everyone can see the voting pattern, discuss the rationale for it, and agree on the overall scores.

The group identifies the policy-level actions needed on the basis of the results. The facilitator encourages the group to prioritise and establish a logical sequence for the needed changes.

### **Step 3**

Monitoring progress

If the tool is being used for monitoring, a repeated desk exercise or participatory workshop can review progress on the ladder after a period of time.

An illustrative example of a scoring matrix for assessing the gender-awareness of organisational support for energy project proposal development and implementation. The indicators are illustrative.

Score	Capacity Building in gender awareness	Support from Management for gender equity	Incentives for using gender sensitive approaches
3	Organisation uses specialised personnel to design and conduct capacity building interventions and tools which include gender; capacity building events are part of regular training and orientation for all staff, are funded in balance with technical training (1:3), use participatory training methods and tools that are then applied in the field, and include poverty and/or gender sensitivity and equity aspects	Gender as a concept is defined correctly in project documents, and management can explain why a gender-sensitive approach is practiced; can describe what gender strategies are within rural energy projects and programmes, and can recall some of the gender-differentiated effects of projects on women and men	Management and superiors formally acknowledge and appreciate attitudes and approaches that enhance participation and gender balance in processes and results; staff performance criteria include qualitative criteria and gender sensitivity and equity in activities, outputs and results
2	Capacity building exists for the social dimensions of energy problems and includes gender as part of regular training and orientation for all staff; funding is balanced with technical training (approx. 1:3). Participatory training methods and tools are used that are then applied in the field, but they do not cover gender sensitivity and equity aspects	Management sees new roles for women as a means to increase the effectiveness of projects and programmes; the need for broader user choice of energy services is recognised but without sex differentiation	Management and superiors informally acknowledge and appreciate attitudes and approaches that enhance participation and gender balance in processes and results; staff performance criteria also include qualitative criteria (e.g. degree of community participation in planning and performance, etc.)
1	Capacity building exists in some social dimensions of energy problems, but not gender. However, events are ad hoc and under-funded (<10% of technical training); methods and materials are conventional (classroom lectures, handouts) and trainees are unable to apply what they learned in training in the field	Management defines women as passive beneficiaries or target groups for other programmes	Individuals can practice a participatory, gender-conscious approach, but management and superiors do not recognise or appreciate these attitudes and actions; staff performance indicators are strictly quantitative (e.g. # of systems installed, % of funds disbursed, # of training programmes held, etc.)
0	Funds for staff training are absent or <5% of investment funds; capacity and skills building and tools development do not include participatory approaches	Management is not conscious of gender issues in the energy sector, or considers them outside their responsibility	Gender consciousness in staff is not acknowledged by the staff's management and superiors; or, if acknowledged, it is not encouraged by management and superiors

## **UNIT 9**

# **POLICY IMPLEMENTATION, MONITORING AND EVALUATION**

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<b>Aim of the unit:</b>	To describe methods for use in monitoring and evaluation strategies for a gender-aware energy policy.
<b>Learning objectives:</b>	After this unit, the participant should be able to: <ul style="list-style-type: none"><li>• Explain the difference between monitoring and evaluation</li><li>• Design a monitoring and evaluation strategy</li></ul>
<b>Time schedule:</b>	In total: approximately 2 hours Study of the theory: 45 minutes Discussion point: 15 minutes Exercise: 60 minutes
<b>Key concepts and ideas introduced in this unit:</b>	Monitoring; Evaluation; levels of evaluation
<b>Topics in this unit:</b>	Monitoring Evaluation

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# POLICY IMPLEMENTATION, MONITORING AND EVALUATION

## Introduction

The existence of a gender responsive energy policy does not mean that the implemented policy reflects what exists on paper nor that policy is implemented in a gender responsive way. The implementation phase includes the translation of policy into workable detail. This means that the abstract policy needs to be translated to actions and programmes that make the policy operational. This translation can be quite complex and will include a lot of negotiations, adjustments, improvements, changes, etc. In order to prevent what can be called “policy evaporation”, the policy implementation process needs to be monitored and evaluated. Monitoring is the activity which enables the Gender Focal Point (GFP) to check whether or not goals and targets are being reached and to allow for timely adjustment to correct for any inconsistencies. Evaluation is the activity which assesses results and impacts. Evaluation takes place at different moments in time although usually mid-way through the policy cycle or programme implementation and at the end. The output of an evaluation can be used as the basis for new policy initiatives. Disaggregated data at the monitoring and evaluation stage can lead to further policy development or modifications. For example, monitoring of a policy intended to provide decentralized energy services for income generation might reveal that women’s uptake is less than men’s because women lack access to the capital and collateral (such as land title deeds) needed for business start-ups. New policies could be introduced to overcome these barriers.

## Monitoring

Monitoring is a steering process to allow an assessment of progress towards achieving gender goals included in the Gender Action Plan (GAP). Indeed a monitoring plan should be included in the GAP. The Plan should show what kinds of sex-disaggregated data and information are going to be collected as well as giving clear guidance about monitoring and evaluation intervals, methods and resources needed as well as the allocation of responsibilities. It is important to ensure that there is sufficient budget for the monitoring process which should include a contingency budget to allow for any corrective action. A key component of the monitoring plan is a set of gender-sensitive monitoring indicators<sup>21</sup> to track progress. There should also be mechanisms developed through which lessons learned from monitoring and also evaluation can result in changes to improve energy policy in terms of identifying gender gaps, responding to gender energy needs and priorities. Finally, the monitoring plan should include guidance on what steps to take in the event that problems are discovered during monitoring.

Table 1 gives a framework in terms of who, what, when, where, and how for presenting the results for the monitoring process. A monitoring planning worksheet can add another level of detail and enable the entire system to be visualized easily (See exercise).

Monitoring takes place at 2 levels:

- progress towards fulfilling substantive gender goals included in the national energy policy; and
- the implementation process.

The latter feeds data into the former linked to indicators and gender goals.

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<sup>21</sup> See Unit ‘Indicators for achieving gender goals’

As part of the implementation process, the GFP should ensure that each programme is required to produce a monitoring report on progress toward the gender and energy strategy, male and female access to project benefits (training, grants, small business development, loans for electrical connection and renewable energy/energy efficiency equipment, compensation for displacement or loss of livelihood) and impact of interventions on women’s workload, time use, access and control of income, decision making, etc.). Both women and men should have the opportunity to participate in implementation activities (decision making and execution) which also should be monitored.

Data collection should include qualitative data to complement quantitative data. Appendix 1 gives some suggestions for generic questions related to gender which can be used as a basis of monitoring.

The GFP can also monitor any implementing organisation’s gender capacity to identify whether any training is required. Large programmes should include a gender specialist in the team to monitor gender aspects. For smaller programmes/projects the GFP and the gender team can offer to take on this role.

Table 1 Monitoring Formats (Source: Adapted from World Bank, 2009)

Type of result	What is measured?	Indicators	Who is measuring?	How is the information used?
Impact of (or lack of!) gender-aware energy policy	Effectiveness or results in terms of the effect of a combination of outcome activities that improve development through gender-aware energy sector interventions	Use of outcomes and sustained positive development change, such as the change in economic status of women in a district over a five-year period or influence on reaching MDGs.	Senior management. Usually information comes from an internal impact evaluation, midterm review, final or ex post evaluation, as well as joint reviews by donor and government/energy agency/utility staff.	Blocks to positive change can be identified and appropriate strategies developed and implemented.
Outcome	Effectiveness, or results disaggregated by sex in terms of access, usage, and stakeholder satisfaction from goods and services generated by energy projects and programs.	Use of outputs and sustained production of benefits — for example, the change in attitudes to women’s involvement in the energy sector; women beneficiaries becoming energy entrepreneurs.	Project and program management and staff and local authorities; civil society; information from quarterly and annual reports, discussions at the steering committee level/gender team level.	Outcomes are fed back into policy project or program design.

Output	Energy services generated by projects and programs, disaggregated by sex.	Implementation of activities—for example, how many (what percentage) of beneficiaries, participants, or staff are women and their satisfaction levels with policy or programme.	Project management and staff, by means of day-to-day monitoring and use of management information system to verify progress, as well as field visits and reports and information received by GFP from project management.	If there is an imbalance in the way that the means are being used, then the project or program activities can be redesigned to achieve more gender balance
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Monitoring and evaluation of policy can be carried out by all interested actors. Official policy evaluations themselves need to be monitored to ensure that the terms of reference are clear and specific about the gender issues that will be evaluated and that evaluation teams should have a member who has gender expertise otherwise there is the risk that gender equity can be easily overlooked (OECD, 1998 ). It is also possible that civil society organisations such as women’s groups, and NGOs, are monitoring policy. Their feedback can be useful for identify gender gaps in policy content and implementation processes. Research institutes can be useful for data collection.

The monitoring team should have good gender balance and for large programmes include a gender specialist. At the implementation level all field team members should receive training on gender-sensitive approaches to monitoring.

## Evaluation

Evaluation is an assessment of the progress in a project towards achieving gender objectives included in the energy policy. It is based on the collection of gender disaggregated data. The project to be evaluated should have been designed with this in mind. However, the lack of base-line gender disaggregated data does not preclude an evaluation from a gender perspective. The evaluation should be more comprehensive than solely measuring the participation of women.

Evaluation can take place from different perspectives. The GFP might want to make a self-evaluation of the GAP and its implementation. Together with the gender team an evaluation can be made of a specific component or a major event in the GAP that has been just completed. This is undertaken separately to an external evaluation. The self-evaluation can make an input into an external evaluation and/or for identification of points of strength and weakness and areas for capacity building. It is also possible that this is evaluation takes place at the mid-point in a programme or policy cycle which allows for corrective action. Annual reviews also provide an opportunity to carry out a mid-point evaluation.

If there is an external evaluation the team should include a gender specialist but there should also be capacity building of the whole team about the need for gender disaggregated data and analysis.

Evaluation takes place based on the collection of sex-disaggregated data. However, even without base line data it is still possible to do an evaluation through a gender lens.

There are 3 levels of evaluation:

- outputs (Have gender goals been met?)
- outcomes (To what extent has the gender and development goal been achieved?)

- process (How were outputs and outcomes delivered?)

Key questions to consider when preparing for an evaluation at all levels, since these can significantly affect the outcome, include:

#### Evaluation criteria

- Who determines the evaluation criteria?
- What level of importance or priority is afforded to gender equality considerations?

#### Evaluation Actors

- Do evaluators' Terms of Reference specify the need for gender expertise?
- Are all stakeholders involved in the evaluation process?
- Who will provide inputs for evaluation data?
- Will the opinions of both men and women be considered?
- Who will be responsible for consolidating inputs and determining the validity and priority of differing opinions or observations?

#### Evaluation Process

- Will participatory methods be used?
- How and to whom will results of the evaluation be disseminated?
- Will both men and women stakeholders be given the opportunity to formally comment on or state their reservations about the evaluation results?

#### Discussion Point

What do you consider are the advantages and disadvantages of policy evaluation by an internal team compared to an external team?

A useful tool for evaluation of energy policy from a gender perspective is a gender audit<sup>22</sup>. A gender audits can provide in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, the links between gender, energy and the national objectives for poverty reduction strategies and meeting commitments such as the MDGs. The audits identify the specific ways in which gender issues are, or are not, addressed and critical gender gaps in existing national energy policy formulation and implementation. The process of conducting an audit can be participatory allowing women and men, the intended beneficiaries of energy policy, to contribute. However, this may be culturally dependent as to whether community members, particularly women, would openly criticise government policy.

#### Box 1: Selection of findings from Gender Audits of the Energy Sector in Selected African Countries

- Gender is not a high priority in the energy sector despite the existence of gender policies at the national level.
- There is a lack of "know-how" to gender mainstream – both with energy and gender specialists.
- The lack of gender disaggregated data is a barrier to the development of gender-aware energy policies and gender-sensitive practice.
- Gender budgeting was new within the countries and had not been carried out in the energy sector.
- The incorporation of gender and energy into meeting the MDGs was mainly externally driven.

Box 1 gives some examples of lessons learned during gender audits conducted by ENERGIA of the energy sector in a number of African countries' Energy Policies. These lessons can be used to design a more gender-aware energy policy.

<sup>22</sup> Gender audits are a broader process than a gender budget analysis. ENERGIA has been developing a methodology for gender audits of energy policies. Audits have taken place in eight countries: Botswana, Kenya, Ghana, Nigeria, India, Zambia, Senegal and Lesotho. See the ENERGIA web site for more details: [www.energia.org](http://www.energia.org).

Appendix 2 contains a check-list of generic questions for evaluation protocol.

## **Concluding remarks**

The GFP and the gender team should design a strong monitoring and evaluation plan for incorporation in the GAP. There is evidence which shows that, in general, monitoring and evaluation from a gender perspective of policies and programmes are weak. Since gender mainstreaming in the energy sector is late taking off, there is no reason to believe that the energy sector is likely to be any better.

One explanation for the lack attention to monitoring and evaluation is that it is regarded as a task required by the donor, so the step of gender disaggregation is considered an addition to an already burdensome task. This is a strong argument for the GFP to make it clear to senior management and field staff that this process is instigated and owned by the organisation by demonstrating the benefits the processes bring.

## **Resources**

UNDP (2007), Gender Mainstreaming in Practice: A Toolkit

World Bank (2009), Gender Issues in Monitoring and Evaluation, Module 16 in 'Gender in Agriculture Sourcebook'.

## EXERCISE

The worksheet below provides a worksheet for planning a monitoring exercise. It is designed for use with Table 1 in the main text.

In this assignment you are asked to work in groups to complete the table for at least one of the policy objectives from a gender-aware energy policy. You may also use your own policy objective. You have 30 minutes. The facilitator will ask you to present your plan in plenary.

Monitoring Planning Worksheet (Source adapted from World Bank, 2009)										
Policy Objective	Indicators	Information sources	Data Collection				Data Analysis and Use			
			Baseline Data Needed	Who is involved	Tools and methods	How often needed	How often used	Who is involved	How information is to be used	Who gets the information
To encourage establishment of ESCOS particularly to serve rural areas			-----							
To promote energy efficient stoves to improve women's health and time poverty issues related to using traditional biomass fuels			-----							

To compensate the holders of land title the persons relocated due to petroleum field development			-----							
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## **Appendix 1: Check-List of Generic Questions for Monitoring Protocol**

The following is a check-list of key generic questions related to gender which can be used as a basis of monitoring within a policy/programme/project.

1. Do women/men benefit from the policy/programme/project in the same way?
2. Are some women/men negatively impacted by the policy/programme/project?
3. Have gender relations in the target group changed as a result of the policy/programme/project?
4. Have gender gaps been reduced?
5. Do gender relations influence policy/programme/project efficiency/sustainability (+/-)?
6. Are new gender issues emerging within the policy/programme/project?
7. Are there new external factors/actors affecting gender besides the policy/programme/project (+/-)?
8. Are women/men satisfied with the policy/programme/project? Do they wish to change it (partially/totally)? Who? Why? How?

The data obtained can be used to measure progress in achieving a number of gender objectives. Questions 1 and 2 address gender practical and productive needs. Question 3 relates to gender strategic needs and women's empowerment. Question 4 can be related to macro-indicators. Question 5 relates in part to project efficiency while the sustainability dimension is to ensure that benefits obtained by specific groups, such as women, are not short lived. Questions 6, 7 and 8 identify unexpected factors and actors that influence in positive and negative ways reaching outcomes. These provide indications of the need for policy/programme/project adjustment.

These questions should be linked to indicators.

## Appendix 2: Check-List of Generic Questions for Evaluation Protocol

The following should be taken into account when designing the evaluation methodology:

- The evaluation team should be multi-disciplinary and have good gender balance. All members should receive gender-sensitive training.
- A gender expert should be included in the team.
- Transparent evaluation procedures should be used. Developing partnerships with different groups, women's groups, NGOs, research institutes can be useful for data collection, particularly related to evaluation. Such an approach also helps to build local capacity.
- Qualitative data should be used to complement quantitative data. A combination of data gathering methods, such as participant observation, key informant interviews, and focus group discussions, should be used.

At the operationalization stage ensure that:

- the ToR clearly explains the gender and energy issues and interventions and the requirements for evaluating them;
- the consultant's methodology uses explicit gender approaches and tools for data gathering and analysis;
- there is sufficient budget for an effective evaluation, taking into account whether or not there is a need to collect gender disaggregated data;
- the evaluation report is required to take a gender approach: (i) gender is not synonymous with women; (ii) gender (women) is not confined to its own chapter/section.

### Key Questions

#### Self-evaluation by project team

- Is gender disaggregated data available and routinely collected?
- Have gender issues been addressed in the programme/project?
- Do partners work in gender sensitive way?
- Have gender goals been reached? To what extent did partners share these goals?
- In what way did the particularly energy technology contribute to reaching these goals?
- Have gender goals and gender mainstreaming approaches been central or peripheral in the programme?
- Where roles and responsibilities for gender mainstreaming clear? Were they carried out in the expected way?

#### External/Independent evaluation

- Are there gender development goals?
- Has gender analysis and gender approaches been used at all stages in the project cycle?
- To what extent was the need for incorporating gender into the project accepted by the team?
- Was there good gender balance in the project team?
- Was there gender capacity building for all partner organisations?
- To what extent did the engendered development activities improve project efficiency?
- How have the gender goals contributed to national goals, especially the MDGs?
- In what way did the particularly energy technology contribute to reaching these goals?

## **UNIT 10**

### **THE ROLE OF THE GENDER FOCAL POINT**

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<b>Learning objectives:</b>	After completing the topic the participant should be able: <ul style="list-style-type: none"><li>• To present an argument for the structure of the gender team within the energy organisation</li><li>• To identify initial steps the Gender Focal Point can take to begin the mainstreaming process</li></ul>
<b>Time schedule:</b>	90 minutes  Study of the theory: 60 minutes Discussion points: 30 minutes
<b>Aim of the unit:</b>	To outline the role of the Gender Focal Point within an energy organisation
<b>Key concepts and ideas introduced in this unit:</b>	The role of the Gender Focal Point
<b>Topics in this unit:</b>	Appointing the Gender Focal Point: Initial Decisions The Gender Focal Point: Getting Started

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# THE ROLE OF THE GENDER FOCAL POINT

## 1. Introduction

The Gender Focal Point is the key staff member within an energy sector organisation for ensuring the success of the organisation's gender mainstreaming programme. This does not mean that the GFP is responsible for implementing all activities within the programme. On the contrary, this would be counter to an aim of gender mainstreaming that all staff members should incorporate gender into their work content and processes. Therefore a GFP also spends part of her/his time supporting and building her/his colleagues' capacity for gender mainstreaming.

In this unit we will look at some of the broader areas that a GFP will be involved with as part of their duties. A major element of a GFP's tasks is the coordination of the development and implementation of the Gender Action Plan (GAP) which is dealt with a separate unit.

## 2. Appointing the GFP: initial decisions

Once a policy decision on gender mainstreaming has been taken at the top of the organisation a number of key decisions have to be made about an appropriate structure and location for gender expertise within the organisation as well as the nature of the appointment of a gender focal point.

Should a special gender unit be set up within the organisation, or should larger units within the organization have a gender specialist attached directly to them? Small organisations are unlikely to have specialist departments, indeed the GFP can be someone who has to combine gender mainstreaming with other duties which can be disadvantageous in terms of trying to support other colleagues but advantageous in that at least one member of staff is mainstreaming gender into their work! However, for large organisations the choice has to be made about specialist units or dispersed specialists. There are advantages and disadvantages to both models. There is a danger that a special, separate gender unit may be marginalised within the organization; on the other hand, if it is well managed, it might have sufficient resources to build up a good documentation centre and form a recognised focal point within the organization. In comparison, the distribution of a handful of gender experts over the whole organisation could lead to less visibility and accessibility, especially if they do not have regular support. Much depends on the existing culture of the organization concerned and its normal working procedures: if it is quite normal that inter-departmental committees exist and if they are effective in other areas, then a 'spread-out' model of gender expertise might be the most effective. Organisations with decentralised departments located on dispersed sites would benefit from having a gender specialist at each location whose expertise could be matched to the specific tasks of that department.

Even when the dispersed model is chosen there should still be someone who is recognised as the GFP for the whole organisation and that there is a coordinating team/committee that meets on a regular basis. The team should be a mix of male and female, junior and senior, and professional and general staff. This team would be responsible for coordinating, monitoring and evaluating the GAP.

The next decision is about the background of the person to be appointed as the GFP. Partly this reflects the tasks they are to carry out (a sample terms of reference is given in the appendix). In a highly technical sector such as energy there are arguments for and against having a social scientist: they have a better understanding of gender issues at the micro-level which is so sorely lacking in the

sector. On the other hand, a technical person with training in gender is able to speak the 'technical language of energy' and might be more easily accepted by colleagues with a technical background.

It is not essential that the GFP (or departmental gender experts) be female. There are increasing numbers of men profiling themselves as gender experts. The advantage of a male GFP is that often men listen to and respond positively to men, particularly in areas to do with personal behaviour. If the GFP is a woman, it is important that a man on the staff (technical or non-technical) should be made her deputy with co-responsibility for gender. This arrangement helps overcome the notion that gender is 'women's business' and therefore that only women need be concerned about it. If the gender mainstreaming is seen as such by the majority of (male) staff members, there is a strong possibility that efforts to mainstream will be marginalised. In the dispersed model, it is good strategy to rotate responsibility every two or three years and to avoid consistently appointing young women.

If the GFP is appointed from outside they come as strangers, lack initially a friendship and support network, and can be subject to widespread suspicion. If they are appointed from within the organization, they are often uneasily aware of carrying out a job that is like no other in the organization, that some will even suspect as a non-job, with no guidelines for doing it. If they do well they may become alienated from some former colleagues. There are also fears that being appointed a gender focal point can jeopardise a person's career. Ensuring, as part of gender mainstreaming, that annual reviews of staff performance encourage and reward integrating gender into a staff member's work can help overcome resistance to being appointed as a focal point.

#### Discussion question 1

Do you consider the best gender mainstreaming structure for your organization: a central gender unit or specialized gender staff spread out in every subsection? Why?

Do you think it makes a difference to the mainstreaming process if the GFP is a woman or a man?

There are a number of activities that the GFP can initiate without waiting for the complete development of the GAP. Getting started in this way can help overcome any initial isolation and send a positive signal that the GFP 'means business'. These activities, which can be integrated into the GAP, include:

- ensuring that there is continuous visible support from the top
- preparing a manual setting out gender analytical procedures for the organisation
- instituting an on-going training programme
- establishing a list of gender consultants and rewriting standard ToRs
- establish a special gender fund
- networking among other energy sector and gender organisations
- monitor and evaluate progress
- developing a communication strategy

These activities are outlined in the next section.

### **3. The GFP: Getting started**

#### **i. Ensure that there is continuous visible support from the top**

In order to ensure that staff accept the need for gender mainstreaming and recognise the benefits it brings (both personal and to the organisation as a whole), it is essential that the gender mainstreaming process begins with a policy statement from the top, the senior management board of the organisation, which is clear and definite about what the policy is. Such a policy statement should state not only the organization's policy on gender in general, but also on the strategy, i.e. how it intends to ensure that a gender sensitive approach is followed. The policy statement may be rather specific about the procedures which it expects staff to follow in this regard. The policy statement should also indicate the commitment of policy to gender mainstreaming by indicating that staff will be evaluated and promoted on the basis of their implementation of the gender approach (as well as on other criteria). The policy statement should be distributed and discussed throughout the organization.

The GFP should develop a strategy to ensure that this does not become a 'one-off statement' but that the Board continues to public support gender mainstreaming. Regular short reports with examples of successes can help keep the board supportive.

#### **ii. Prepare an operations manual**

One of the reasons staff can appear to resist incorporating gender into their work is that do not know how to do it. Therefore having clear methods that can easily be integrated into the work of the organisation can significantly contribute to reducing resistance to gender mainstreaming. For this a manual or handbook which fits the specialised work of the organization concerned can be prepared. The manual should cover how to integrate gender into all aspects of planning including policy and project formulation, appraisal, implementation, monitoring and evaluation. Methods to be used must be clearly defined and their uses explained in a short manual which should be distributed to all departments together with the policy directive on gender. The manual can be revised from time to time to reflect experiences which can also be used to provide examples of methods in practice.

Where staff experience difficulty in applying the methods, it should be clear to them to whom they should turn for advice, and to whom they can express suggestions regarding the appropriateness of the existing methods or make requests for new ones.

The manual can be the basis of training sessions and requests for help can be part of identifying the type of training and back-up support staff need.

#### **iii. Institute an on-going training programme**

It is important that all staff at policy and implementation levels receive some training on the need for gender mainstreaming and how to incorporate gender into their work. Training a not a 'one-off' exercise: it may be necessary to repeat training sessions or design more advanced ones for some or all staff, as the need arises. This monitoring of training needs is an important task for the GFP.

Training should relate as directly as possible to the work of the staff concerned. It should therefore be based on the concrete gender procedures adopted by the organization, and illustrated with exercises and discussion on projects or programmes which the organization is actually involved in. Early preparation of an in-house manual on standard procedures to be used will obviously assist in focusing training on the reality of staff work (see above). However, experience shows that gender training even when based on procedural matters and how to carry out routine analytical tasks, often overflows into much more general discussion and learning as regards gender in society in general.

Since gender training is in essence not just skills, but also attitude based, it is very important that sufficient time is allowed in the training sessions for discussion and critique.

The ideal group size for training is 12-15 persons, but training programmes can vary from half a day to two weeks in length. It is possible to train each unit within the organization separately - which has the advantage that training case studies can be used that are directly relevant to the work of that unit - but mixing staff from different units is also interesting. Whether or not staff of greatly differing rank are included in the same workshops will depend on the level of communication that is to be expected within the sessions. It is essential that all participants in the training workshops feel able to express their opinions, and if presence of senior staff suppresses the ability of junior staff to speak out, it is more sensible to provide training sessions based on function.

The training can be carried out by either in-house staff or it can be hired in. The ideal trainers would be a team of one man and one woman; this combination helps to reinforce to participants that gender is not just about women. Although the basic training materials may be standard, care should be taken that the case studies or examples used are as close to the normal work experience of the participants as possible. Case studies which the participants have to analyze themselves, using the standard procedures adopted by the organization, are considered the most effective way of learning.

**iv. Keep a list of available gender consultants and rewrite standard ToRs**

Whether for training or for carrying out specialised tasks it is important that the organization maintains links with a number of gender consultants who can be called upon as and when the need arises. These consultants may be persons hired in an individual capacity or via other institutions such as universities.

In addition, it would be wise to review the standard guidelines used by the organization both for hiring consultants and for bringing in regular staff to assess whether or not they need to be rewritten. Guidelines tend to be based on the ideal candidate as male which can be re-enforced by the small number of women with technical backgrounds suitable for working in the energy sector.

**v. Ensure earmarked funds for gender mainstreaming activities**

The GAP should have its own dedicated funding. However, if possible establish a special fund to cover other unexpected gender related activities such as small seminars, visits of specialists, sending staff to occasional training outside the organization, purchase of books etc.

**vi. Networking**

The GFP should develop a Network with other organizations that are attempting to bring in a gender-sensitive approach to planning in general and the energy sector in particular. Make sure that there are lines of communication to important gender groups such as the Ministry of Women's Affairs, major women's NGOs and other technical ministries. This can be useful for new ideas and support. Opportunities may arise for joint training initiatives, workshops and meetings.

Discussion question

What opportunities do you see for networking with other organizations on gender planning? What other organizations do you know of that may already be involved in this? Have you any regular contact with them up to now on matters other than gender?

**vii. Monitor and evaluate progress**

Monitoring and evaluation are key components of the GAP. Monitoring the progress made in implementing a gender sensitive planning approach within the organization has a number of benefits including allowing for timely adaptations when necessary, identifying new training needs and

providing data for reporting to the board as well as reminding colleagues of their obligations and commitments to gender mainstreaming.

### **viii. Communications strategy**

The communications strategy<sup>23</sup>, again part of the GAP, will help convey the right message to the right people, and as such will influence the processes and outcomes of efforts to mainstream gender in the energy organisation. These messages will also be appreciated by other GFPs within the energy sector who can use the information within their own organisations.

## **4. Concluding Remarks**

In this unit we have looked at where the Gender Focal Point can be located within a large-scale energy organisation. There is no magic formula for this – ‘where’ depends very much on the characteristics of the organisation.

There has also been some discussion about the type of person who should be appointed as the GFP. This might be considered a rather idealised description. All too often the GFP can be an existing member of staff who has the job ‘thrust upon them’ and who is expected to take on this work on top of their normal duties. The person can be a junior inexperienced member of staff who is also uninformed about gender. One can question the motives of the organisation at this point that it is ‘going through the motions’ of meeting an external directive to comply with CEDAW or the Beijing Platform for Action. On the other hand, one could ask as to whether or not the organisation actually understands what is required of the function and when it is done well the benefits it can bring to the organisation. In part this may be a failure of the Gender Machinery of the national government to engage with the energy sector. For the staff member who ‘becomes’ the GFP improving their position within the organisation can be through an effective communications strategy to win the backing of the senior management of their organisation and through networking. The latter may make it possible to improve their situation by gaining the support of the Ministry of Gender/Women and international agencies who can bring pressure to bear on the senior management.

Some suggestions have been given for the GFP to start the mainstreaming process. These should not be seen as separate from the Gender Action Plan which may take time to develop particularly when a participatory process is used or there is a need for data gathering. Indeed some of the activities can be eventually integrated into the GAP.

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<sup>23</sup> See separate unit on Communication Strategy

## **Appendix 1: Sample Terms of Reference for a Gender Focal Point**

### **Scope and required tasks**

The Gender Focal Point will be responsible for the implementation of the gender mainstreaming programme of the Ministry of Energy as set out in the Ministry's Gender Action Plan (GAP). The Gender Focal Point will report to the Minister of Energy.

The specific tasks of the Gender Focal Point:

1. Advise the Minister of Energy on gender equality issues, practices, and policies relevant to gender mainstreaming in [country] energy sector;
2. Coordinate the development and implementation of MoE's GAP
3. Assess energy proposals/documents for inclusion of gender issues and where appropriate suggest ways in which gender can be incorporated.
4. Lead the initiatives on gender training for staff of MoE and other energy sector agencies
5. Develop a communication strategy related to gender and energy activities
6. Liaise with Ministry of Gender/Women and Development to inform and involve them of MoE's gender activities
7. Liaise with World Bank, UNDP, UN Women on Gender, and other development-partners.
8. Liaise with local communities to support their initiatives in energy
9. Report quarterly to the Minister of Energy on progress with implementation of the Gender Action Plan.

### **Required qualifications for Gender Focal Point**

- At least five years' experience in gender analysis, training, gender planning, integration and implementation in organisations and projects
- Some understanding of women's energy use in [country].
- Experience in working with government and international development institutions.
- Fluency in [local language] and English/French
- Knowledge about National Policy and Legislation related to gender mainstreaming

Experience with gender mainstreaming in the energy sector, while not essential, would be an advantage.

## Appendix 2: Training Programmes for Building Gender Capacity of Organisations

1. The following are tips from a major international development agency on organising training for building capacity in integrating gender into the policy content and procedures of an organisation based on experiences with their own staff<sup>24</sup>:
2. There must be an explicit mandate for gender training from the top of the organization. This mandate must be clearly communicated to all various departments within the organization. It must be clear that gender training is for the entire organization and not only for the gender office(r). A broad range of people has to be trained to ensure that gender issues become a normal part of the operations. Directors and administrators must attend the training: they need to learn the language of gender issues and at the same time, make a statement by their presence that gender training is indeed important to the organization as a whole;
3. Training can serve as an effective mechanism to integrate gender perspectives and gender analysis into the operations of an organization. However, training is a process and requires sufficient time to achieve full impacts;
4. Gender training must be managed and backstopped by strong, qualified professionals within the organization;
5. Someone from within the organization may need to have full-time responsibility for training if the organisation is large (e.g. an entire ministry);
6. Training is more effective and efficient when the same team or at least a core group of the same team conducts the training over the initial training period during which gender analysis is being introduced to the organization;
7. Training of trainers is a critical element for achieving long-term integration of gender issues and analysis in large organizations;
8. Every training course needs preparation time;
9. Training must be financed, and costs for a training programme must be comprehensive;
10. Trainers require adequate resources and support personnel;
11. The case method approach is particularly well-suited to training in gender analysis, because it avoids lecturing to participants, actively engages participants in learning as individuals and in collective groups and provides realistic examples in relation to gender analysis in development efforts;
12. It may not be necessary to develop new case studies in order to begin training in gender analysis. Existing gender case studies can be used in initial training activities.
13. Selection of participants is crucial to a successful training course or programme;
14. It is essential to provide participants with an analytical framework for gender issues and analysis. This framework is not a checklist or a recipe, but a tool that enables critical diagnosis and analysis leading to better project design and implementation;
15. There is no single training strategy that will fit all organizations: each organization needs to diagnose the internal situation in order to design an effective training strategy that will successfully assist in the process of integrating gender analysis within the organization, and overcoming the resistance towards gender issues.

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<sup>24</sup> For a full report on gender training within donor organizations, see FAO (1990).

## UNIT 11

# THE GENDER ACTION PLAN

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<b>Aim of the unit:</b>	To introduce the Gender Action Plan as a methodology for gender mainstreaming.
<b>Learning objectives:</b>	After this unit, the participant should be able to: <ul style="list-style-type: none"><li>• Explain the concept of a Gender Action Plan</li><li>• Define the contents of a Gender Action Plan</li><li>• Present a case for a Gender Action Plan as the basis for gender mainstreaming in energy sector organisations.</li></ul>
<b>Time schedule:</b>	In total: approximately 1 hour Study of the theory: 45 minutes Discussion point: 15 minutes
<b>Key concepts and ideas introduced in this unit:</b>	<ul style="list-style-type: none"><li>• Gender Action Plan</li><li>• Gender Audits &amp; Gender Budgets</li><li>• Gender Organisational Assessment</li></ul>
<b>Topics in this unit:</b>	Defining a Gender Action Plan Developing a Gender Action Plan Conditions for a Gender-Aware Energy Policy

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# THE GENDER ACTION PLAN

## What is a Gender Action Plan (GAP)?

A GAP is a plan for gender mainstreaming. It can be used at all levels: policy, programmes, and within organisations for building capacity to mainstream gender. In this unit we focus primarily on gender mainstreaming in energy policy for the Ministry of Energy and other energy sector agencies to create a gender-aware energy policy. The unit outlines the elements of a GAP. These elements are described in more detail in individual units in the manual.

A GAP consists of:

- Rational

e

This section sets out the reasons for gender mainstreaming in energy policy. The rationale can be based on the contribution a gender aware energy policy can make to meet a range of national policy goals. Energy policy generally serves a number of broad national goals such as economic growth and poverty reduction, as well as energy sector specific goals such as energy access for all and energy security. Countries which have signed international agreements on women's empowerment, such as the Beijing Platform for Action, will also have national gender goals. Gender mainstreaming in the energy sector can also contribute to these goals. Energy sector organisations, such as utilities, will have goals relevant to their mandate which gender mainstreaming can contribute to. For example, the motivation for gender mainstreaming in the electricity utility could be that there is a need to increase connection rates which could be achieved by targeting women and women headed households.

A gender needs assessment of the energy sector<sup>25</sup> can be used to identify specific gender goals, for example, to address the gender gap in employment in the energy sector. A Gender Organisational Assessment of the lead organisation, such as the MoE or Petroleum Corporation, can be included at this stage and? an empirical baseline can be established to set targets and to measure progress with gender mainstreaming.

- Gender Goals<sup>26</sup>

Gender goals fall into different categories based on the underlying reason for that goal. There are three types of goals which focus on the intended beneficiary: welfare (reducing drudgery, meeting practical needs? and improving health), productivity (income generation) and

### Case 1: The National Development Policy framework in Uganda

The National Gender Policy (1997) of the Government of Uganda forms the political framework for addressing gender issues and to increase gender equality in all aspects of the economy. Article 4.1 points out that the overall goal of the National Gender Policy is to mainstream gender concerns in the national development process in order to improve the social, legal/civic, political, economic and cultural conditions of the people in Uganda in particular women. The National Gender Policy is a legal document binding for the government, its agencies and institutions. It is a part of the National Development Policy framework.

The aim of the gender policy is to guide and direct planning and resource allocation at National, District and Sectoral levels. It emphasizes government's commitment to gender responsive planning and is designed to ensure integration of gender perspectives in all mainstream areas of development.

(Source: Energia, 2011)

<sup>25</sup> See Unit "Identifying Gender Needs and Gaps in the Energy Sector"

<sup>26</sup> See Unit "Gender Goals".

empowerment/equity/equality (participation, decision making, self-confidence). A fourth type sees taking a gender approach as having benefits for organisational efficiency, particularly in being able to have more successful policy outcomes.

Within a government, even within a department of a ministry, several rationales for gender mainstreaming in energy policy can exist simultaneously. Also different stakeholders in a policy formulation process can participate with different (sometimes conflicting) rationales. What is important is that these rationales are clearly stated in policies and programmes.

- **Implementation**

Implementation is how policy is translated into practice. The implementation stage includes the translation of policy into workable detail using a range of policy instruments, including the formulation of laws, regulations, programmes and projects<sup>27</sup>, which are then operationalised. Gender mainstreaming at this stage has a twin focus. Firstly, ensuring that the policy instruments are gender-aware and contain gender goals. There can be a twin-track approach here: (i) women and men's concerns are integrated into all policies and projects; and (ii) there are specific instruments aimed at empowering women. Secondly, ensuring that the implementation process is gender-sensitive, for example, by ensuring that there is gender balance in the teams and that women and men in target communities are equally participating in project decision-making. The aim of focusing on the implementation process is to successfully implement gender-focused policy instruments and to institutionalize the capacity in energy sector organizations to do so sustainably. A Gender Organisational Assessment of partner institutions can be included at this stage.

- **Indicators & targets<sup>28</sup>**

Indicators can be used to measure progress in reaching a goal over time in a specific situation or condition. Indicators are a tool for both monitoring and evaluation in policy and implementation. They enable us to track performance and to take corrective action if need be. Gender indicators are linked to gender goals. They are intended to measure progress in reaching gender goals over time. Gender indicators can also be used for monitoring and measuring progress on gender mainstreaming in policies and processes.

Indicators wherever possible can include quantifiable targets which can make the tracking process easier. Targets make goals concrete. Gender-sensitive targets consider the situation and needs of both men and women.

Indicators and targets are important for monitoring and evaluation.

- **Monitoring and Evaluation Framework<sup>29</sup>**

Monitoring is a continuous steering process to allow an assessment of progress towards achieving gender goals. This component is the primary responsibility of the Gender Focal Point (GFP). Evaluation is an intermittent process at pre-defined moments in the policy/project cycle. Usually evaluation is held mid-term and at the end of the cycle. At appropriate moments the GFP and her/his team might want to make a self-evaluation when a particular mile-stone has been achieved. At the end of a policy/project cycle an evaluation is made of the policy or project. There can be an evaluation made by the organisation itself and/or an evaluation by an external consultant or team. The two types of evaluation would look at different aspects of the policy or

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<sup>27</sup> Energia has produced a detailed handbook for developing a Gender Action Plan at the project level: *Mainstreaming Gender in Energy Projects: A Practical Handbook* which can be downloaded for free from [www.energia.org](http://www.energia.org).

<sup>28</sup> See Unit "Indicators"

<sup>29</sup> See Unit "Monitoring and Evaluation"

project. The external evaluation is likely to be a requirement when there has been donor funding involved.

Both monitoring and evaluation processes use indicators, targets and a framework. Gender-aware monitoring and evaluation frameworks use gender analytical tools to define the methodology used.

- **Timeline & budget**

A timeline sets milestones for the implementation of the GAP. It can also allocate responsibilities for implementation. It is probably self-evident that a budget is necessary for implementing the GAP. The budget should include a contingency to cover any unexpected events. However, the case will have to be made to the appropriate body within the organisation for a budget to both develop and implement the GAP. It is possible that the Ministry of Gender might have a budget to at least help with the development of the GAP. Implementation could be supported by an international development agency.

Table 1 gives some examples of a gender-aware energy policy, together with policy instruments and gender goals, which could be developed as the outcome of a Gender Action Plan.

## **Developing a GAP**

The Ministry of Energy's Gender Focal Point should be responsible for developing the GAP together with a gender and energy team. The composition of this team will vary depending on the focus of the GAP. For example, if the GAP focuses on the MoE's internal capacity building for gender mainstreaming, that is it consists only of an organisational assessment, this might be considered a purely internal matter so the team consists of key individuals from the MoE. However, if the GAP focuses on gender equity in energy access, other GFPs from other energy sector organisations, such as the Electricity Utility and the Petroleum Commission, could be involved. Other energy sector organisations can develop their own GAP which should be synchronised with the MoE's to help create greater impact. In this respect, it might be helpful if the MoE's Gender Focal Point was a member of the gender team.

Developing the GAP can be seen as a twin-track approach of mainstreaming gender into policies and processes. In both cases it should be a consultative process. Consultation can take place at different levels with different stakeholders. It can start with the GFP making a presentation to senior management on the rationale for a GAP. At this stage there will not be a GAP document. The idea is to get management buy-in for the development and implementation of a GAP including the agreement to release resources and to sanction surveying and interviewing staff as part of the organisational assessment.

The basis for gender mainstreaming in policy is a gender audit<sup>30</sup> (not to be confused with gender budgets – see below). The approach used is primarily participatory and is led by a national team of experts. A gender audit identifies specific ways in which gender issues are, or are not, addressed in existing national energy policy and critical gender gaps in existing national energy policy formulation and implementation processes. In other words, an audit identifies gender gaps. The gender audits all provide in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, and the links between gender, energy and the national objectives for poverty reduction strategies and meeting the MDGs. Validation workshops help to reach consensus and ownership of the audit findings within the energy ministry and other energy

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<sup>30</sup> See the Unit "Gender Audits".

sector organisations. These workshops discuss recommendations and agree on future actions with specific targets, time frames and budget estimates that are needed to engender the policies. The methodology of gender audits in the energy sector has been spearheaded by Energia which has built up a considerable body of experience in the carrying out such audits.

Consultation with women and men as energy end-users would help create a more bottom-up planning approach to formulating an energy policy than the more generally applied top-down approach which currently exists. Consultation for example through participatory workshop can help reflect women and men’s priorities. Such participation in itself can be empowering for women, although it has to be kept in mind that women may need capacity building to enable them to participate in such dialogues in a meaningful way. Men also need to be sensitized to allow women space to speak. Participatory Rural Appraisal (PRA) methods can be particularly useful in capturing gender information: they emphasize local knowledge and enable women and men to make their own appraisal, analysis, plans and policy recommendations<sup>31</sup>. PRA can provide quick feedback on support for policies and project effectiveness. However PRA methods do require skilled facilitators. Table 2 gives the findings from a consultation workshop held in Liberia with a mixed group of rural and urban women and men to identify what they considered were gender needs and gaps.

Table 2: Findings from a consultation workshop to identify gender needs and gaps in the energy sector, Liberia<sup>32</sup>

<ul style="list-style-type: none"> <li>• Rural women go through more stress than their male counterparts</li> <li>• Decentralization of training and support for grassroots citizens (districts and clan levels) needed</li> <li>• Increase in the cost of energy-from production to consumer or end users.</li> <li>• The unavailability of electricity causes insecurity</li> <li>• Lack of knowledge or skills to develop the appropriate technology for sustainability</li> <li>• Lack of electricity</li> <li>• Poor energy production</li> <li>• Lack of female interest in energy technology</li> <li>• Lack of safety in cooking with firewood</li> <li>• Cost</li> <li>• Institutional breakdown</li> <li>• Short service</li> <li>• State regulation</li> <li>• Delivery and Maternal Mortality</li> </ul>	<ul style="list-style-type: none"> <li>• Training should be decentralized to grass roots level</li> <li>• Empowerment for rural women to manage their stress</li> <li>• Collaboration with stakeholders for policy influencing</li> <li>• Capacity building of communities, identifying appropriate resource, etc.</li> <li>• The provision of sustainable energy by making use of river water</li> <li>• Train and develop the capacity of Liberian women</li> <li>• Government should provide electricity to all its citizens</li> <li>• Government should set a standard for all energy providers</li> <li>• Modern fuels should be accessible and affordable</li> <li>• Capacity building of females in the energy industry and in use of energy technologies</li> </ul>
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A gender organisational assessment (GOA) is the basis for gender mainstreaming in processes. A GOA provides a critical evaluation from a gender perspective of the strengths and weaknesses of an institution’s systems and operations, as well as an assessment of existing constraints and opportunities within an organization, to comply with political commitments to gender mainstreaming at the level of the organization, work unit and individuals. A key output of the GOA is the establishment of provisions to support gender mainstreaming in the organisation, such as a gender structure, a gender strategy, an engendered monitoring and evaluation system, engendered

<sup>31</sup> A brief description of PRA tools can be found in an annex to the Unit “Identifying Gender Needs and Gaps in the Energy Sector”.

<sup>32</sup> Report of “an Interactive Workshop on Women’s Empowerment to Identify Needs and Gaps in Access to Energy, Energy Use and Benefits for Women”, held in Monrovia, Liberia 22 November 2011. <http://www.norad.no/en/thematic-areas/energy/gender-in-energy/>.

reporting, gender trainings, technical training of women, key performance indicators for staff on gender mainstreaming, an engendered communication strategy, etc.

The output from these different consultative processes can then form the basis of recommendations for a GAP.

## **Conditions for a Gender-Aware Energy Policy**

A number of conditions have been identified by Energia as being important for enabling the creation of a gender-aware energy policy through a GAP. That is not to say that you cannot create a gender-aware policy if some or all of the conditions do not exist, only that it is likely to require greater effort.

### **Legislation on gender equality and political commitment**

The existence of gender equality legislation provides the political basis for engendering policy. Legal issues relate to the integration of gender equality in the constitution and the legal treatment of men and women as equal before the law. Linked to gender equality legislation is the political commitment to gender mainstreaming: putting pledges into practice. The existence of a National Gender Policy is an indicator of the political commitment towards achieving gender equality. A National Gender Policy should encourage gender-mainstreaming in all governmental levels and sectors. Commitment to international conventions on gender equality, such as the Convention on Elimination of all forms of Discrimination against Women (CEDAW) and the Beijing Platform of Action, can also play an important role in ensuring that governments act to mainstream gender in energy policy. A good test of the extent of political commitment beyond mere word is to see how much money is allocated to gender mainstreaming both within the national budget and with the MoE's budget.

### **Awareness by energy sector policy- and decision-makers of need for and benefits of gender mainstreaming**

Raising awareness of the different energy needs of women and men can be a critical first step for gender mainstreaming. Only when people are aware of something can they form an opinion on the subject. Policymakers rely on information either they collect themselves – from newspapers, scientific articles, etc. – or that is provided for them by others to make good decisions. As was indicated above, the GFP needs to raise the awareness of policy and decision makers within the MoE to initiate a GAP development.

The presence of active civil society organizations, such as NGOs, can also be helpful in raising awareness about gender and energy issues through advocacy activities.

### **Sex-disaggregated data**

The collection of sex-disaggregated data, as well as data disaggregated by other socioeconomic variable, allows decision-makers, energy institutions, and development agencies to better understand who is using energy, for what and how. The data collected should be as comprehensive as possible since it can form the base line for monitoring and evaluation of energy policies not only by the MoE, but also a range of other organisations. At a very minimum there should be data collected on women and men's time use for household and productive activities and rest, as well as information on women's access and control over resources, technologies, and decision-making relative to men. Such understanding is critical to assessing needs, examining policy alternatives, formulating effective policies and programmes, monitoring progress, and evaluating results. The data should be analysed using gender analytical tools.

## Support from Ministry of Gender/Women and other organisations working on gender mainstreaming

Support from within the national gender machinery in governments, for example a Ministry for Women's Affairs or a Gender Ministry can help the GFP develop the GAP by providing resources and expertise. As was pointed out above, an active civil society, for example, NGOs conducting gender and energy advocacy, can help formulate and implement a GAP. International development agencies can also provide support for gender mainstreaming.

### Box 1: Gender budgets

Several African countries have adopted gender budgeting as a strategy to accelerate promotion of gender equality and pro-poor, equitable development. South Africa, Tanzania, Uganda, Rwanda, Mauritius, are among the countries that have undertaken comprehensive gender budgeting initiatives. Ethiopia has started with a Gender Budget Analysis; a plan has been elaborated to use the outcomes of the analysis for formulating a gender responsive budget. Burkina Faso has started with building the capacities of government's technicians on gender budgeting, the process is underway. Gender Budgeting Initiatives in Africa differ in their scope and actors. All these countries looked mainly at the expenditure side of the budgets.

Actors:

- The Rwanda Gender Budgeting Initiative is a Government Initiative which is part of the country's national strategic plan to promote gender equality and development.
- In Tanzania, a national NGO, the Tanzania Gender Network Programme (TGNP), initiated the gender budgeting.
- In South Africa, (the first country in Africa engaged in gender budgeting), the initiative was taken by the Parliament, post-apartheid.
- In Uganda, the Forum for Women in Development (FOWODE) mainly made up of Women Parliamentarians, initiated the gender budgeting work.
- In Burkina Faso and Ethiopia, the gender budgeting is an initiative of the government supported by development partners.

Source: Diop, N (no date given), "Gender Budgeting for African Development"

time before there are sufficient numbers of women graduating with the appropriate qualifications for us to approach gender equality, therefore, men will have to become more gender-aware and – sensitive in their behaviour. In particular, at all levels, men need to be sensitized to allow women space to speak.

### Increased women's participation in energy sector

Increased women's participation in the energy sector can be at two levels: (i) more consultation with women about their energy needs and challenges in meeting these needs; and (ii) more women in technical positions.

Attracting more women professionals in the energy sector and improving their senior or technical positions can help introduce a gender dimension into energy policies (although this does not guarantee gender-responsive policies, since women too can be gender blind). Creating mechanisms for the meaningful participation of women's groups and gender experts in the policy formulation process can also help.

### Increased gender awareness and support by men

In the energy sector, there is a gender imbalance in terms of the organisations' staff profiles: men tend to dominate the technical positions and women are less visible higher up in the organisational hierarchy. In part this can be attributed to the small number of women who graduate with appropriate qualifications suitable for a career in the energy sector, such as science, engineering and economics. While there are actions underway to encourage more women to take up these subjects<sup>33</sup> it will be some

<sup>33</sup> Since 2009 Norad has had a higher education programme to contribute to building capacity for the for petroleum and renewable energy sectors by providing support at the master's level in higher education institutions in the South. One of the objectives is to enhance gender equality in all programme activities.

## Gender budgets

The concept of a gender budget was mentioned above in the context of gender audits. In principle, public expenditures on social services and infrastructure are allocated on a gender-neutral basis. In practice, however, men and women have different energy needs and they use and benefit from energy services differently; energy budget allocations may not reflect those differences. One approach to ensuring that the needs of women as well as men are met is for government budgets to be gender disaggregated. Gender budgeting is a tool that can be used to break down and identify the differentiated impacts of public revenue allocations and expenditures as they affect men and women. Any analysis should look not only at the complex content of national budgets (inputs, outputs, and outcomes) but also the negotiation processes used to arrive at final budget decisions. In this respect, gender budgeting gives governments the opportunity to redirect public policies and expenditure to promote gender equality.

### Discussion Point

In the text some conditions for enabling gender mainstreaming in the energy sector to succeed are identified. Do you think we have the conditions in place in our country?

A number of African countries have adopted gender budgeting such as South Africa, Tanzania and Uganda (see Box 1). Conducting a gender budget exercise calls for highly specialised skills which are considered to be beyond many citizens especially in developing countries where literacy and numeracy levels are low (particularly for women). There are examples of civil society organisations, including in Africa<sup>34</sup>, developing methods to enable such groups to undertake gender budget analysis.

## The GAP Document

The GAP document should be around 10 to 15 pages. If it is too long, policy and decision makers will not read it. Detailed information can be included in appendices. The GAP should be presented and approved by the Minister/Board. Once approved it should be circulated as widely as possible. There should be reporting back to those who helped develop the GAP.

The GAP is a stand-alone document which sets out the methodology for gender mainstreaming in the energy sector. On the other hand it should not be seen as separate to the existing national energy policy but as an integral part of the policy. Elements of the GAP will be integrated into the policy instruments for operationalizing energy policy. Other energy sector agencies may integrate aspects of the GAP into their own gender mainstreaming policy. This can create a synergy for enabling gender mainstreaming throughout the sector in a more comprehensive way.

The GFP should report regularly to the Minister/Board on progress with implementing the GAP as well as proposals for up-dating energy policy. Indeed the GAP is dynamic – it will change over time – goals will be reached – new issues will emerge.

## Summary

A GAP is a methodology for gender mainstreaming. It gives focus and a strategy which addresses policy content, instruments and processes. It is not a 'one off' activity but a continuous process which is developed and monitored using as wide a range of stakeholders as possible.

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<sup>34</sup> See for example: <http://www.zwrcn.org.zw/southern-africa-gender-budgeting-network/61-southern-africa-gender-budgeting.html>

Table 1: Examples of Elements of a Gender-aware Energy Policy, Policy Instruments and Possible Gender Goals

Energy Policy	Policy Strategy	Rationale for gender mainstreaming	Gender-aware Energy Policy	Possible gender inclusive policy instruments	Examples of types of Gender Goals which could be reached as policy output/outcome
To increase energy access	Encourage establishment of decentralised energy service companies (ESCOs) particularly to serve rural areas	<ul style="list-style-type: none"> <li>• Energy technology tends to be dominated by males.</li> <li>• Information on energy technology usually targeted to males.</li> <li>• Due to traditional land tenure practices, most women lack collateral for loans to form enterprises.</li> </ul>	To increase energy access through ESCOs run by women and men.	<ul style="list-style-type: none"> <li>• Providing targeted training for women and men on decentralised energy technologies</li> <li>• Providing targeted training for women and men for developing a business plan</li> <li>• Establishing women-friendly credit facilities for establishing ESCOs</li> </ul>	<p>productivity (income generation; improved working conditions including reduced hours)</p> <p>women's empowerment (self-confidence in working with technology &amp; running a formal sector business)</p>
To promote the use of low carbon fuels	Promoting energy efficient stoves can help address women's health and time poverty issues related to using traditional biomass fuels	<ul style="list-style-type: none"> <li>• Men and boys as well as women and girls are affected by indoor air pollution (IAP) from using high carbon fuels—extent depends on level of exposure</li> <li>• Collecting fuel wood increases women's time poverty</li> <li>• In some cultures men are also involved in fuel wood collection</li> <li>• Men usually decide about</li> </ul>	To promote the use of low carbon fuels to: <ul style="list-style-type: none"> <li>(i) reduce effects of IAP on women, men, girls and boys.</li> <li>(ii) reduce (men and) women's drudgery in fuelwood collection</li> <li>(ii) reduce (men and) women's time poverty due to fuelwood collection</li> </ul>	<ul style="list-style-type: none"> <li>• Designing energy efficient stoves in consultation with women who will use them</li> <li>• Raising men's awareness of the multiple benefits of energy efficient stoves</li> </ul>	welfare (reducing drudgery and time poverty; improving health)

		household equipment purchase including stoves			
To stimulate the use of LPG for cooking, especially in urban areas	Construction of new transport and storage infrastructure	<p>Demand-side issues also need to be addressed:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Women do most of the cooking. need to be consulted and informed in order to increase LPG use.</li> <li><input type="checkbox"/> Men usually decide about household equipment purchase, including stoves &amp; fuels.</li> <li><input type="checkbox"/> Women and men are both concerned about safety issues.</li> </ul>	<p>Promote the use of LPG to women and men as a cleaner and more efficient cooking fuel, that will:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Increase women's productivity and wellbeing</li> <li><input type="checkbox"/> Save time, effort and money</li> <li><input type="checkbox"/> Improve the health of family members</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Focus awareness campaigns on women as the main users, include men as decision-makers.</li> <li><input type="checkbox"/> Target women's needs and concerns in developing and assessing equipment and distribution networks</li> </ul>	welfare (reducing drudgery and time poverty; improving health)
To minimise damage from petroleum development and operations	<p>Petroleum Operators who cause damage or relocation of legal land users are required to compensate the holders of title to the assets and the persons relocated.</p> <p>Proponents of petroleum operations are required to undertake environmental impact studies with public participation, and to develop and monitor Environmental Management Plans, audited by the Ministry</p>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Attention focused on male heads of households, assuming incorrectly that women's needs are included</li> <li><input type="checkbox"/> Women's household and productive needs for fuelwood, water and forest products are usually unidentified and neglected</li> <li><input type="checkbox"/> Women are usually not equally involved in family decision-making and compensation</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Gender differences explicitly identified and addressed in the effects of petroleum operations on communities, livelihoods and commercial activities, and in measures for prevention, control, mitigation, rehabilitation and compensation</li> </ul>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Require explicit attention to gender differences in assessments, studies, consultations and compensation plans</li> <li><input type="checkbox"/> Require women's participation in consultations, community development projects and monitoring local impacts</li> </ul>	women's empowerment (women's self-confidence and skills built through participatory processes)

		for relocation and suffer from the loss of their resource bases and social networks			
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## UNIT 12

### COMMUNICATIONS STRATEGY

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<b>Learning objectives:</b>	After completing the unit the participant should be able to: <ul style="list-style-type: none"><li>• Explain the need for a communications strategy</li><li>• Distinguish between different channels of communication and match them to specific target groups</li><li>• Develop a communications strategy</li></ul>
<b>Time schedule:</b>	2 hours Study of the theory and tools: 60 minutes Discussion points: 15 minutes Exercise: 45 minutes
<b>Aim of the unit:</b>	To enable the Gender Focal Point to develop a communication strategy.
<b>Key concepts and ideas introduced in this unit:</b>	Channels of communication
<b>Topics in this unit:</b>	Getting started Target groups and information needs Communication objectives Means of Communication

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# COMMUNICATIONS STRATEGY

## Introduction

In the Units 'The Role of the Gender Focal Point', 'The Gender Action Plan' and 'Overcoming Resistance' reference is made to communicating with different stakeholders so that they understand the need for gender mainstreaming, appreciate the processes involved, and what the desired and expected outcomes are likely to be and hence give their commitment to gender mainstreaming to achieve a gender-aware energy policy. Developing the message to be communicated will be one of the first activities a GFP will do. Indeed one of the elements of the GAP should be a Communications Strategy. The strategy is not one off activity but a continuous process in which stakeholders are engaged in progress in an appropriate and timely manner. In this unit we look at how to develop an effective communications strategy.

## Getting started

It is recommended that a communication strategy is included in the GAP. However, the GFP will need to begin communicating with senior management and other staff before the GAP is finalized to begin to win support for gender mainstreaming in the organisation. The purpose of a communication strategy is to plan the content, frequency and form of information needed by all those involved in energy policy formulation and implementation, with any programme target groups, as well as with external stakeholders. The strategy will help convey the right message to the right people, while making use of the appropriate communication channel (see below) and as such will influence the processes and outcomes of efforts to mainstream gender in energy policy and enhance the potential for its replication more widely.

The communication strategy can be developed with the following questions in mind:

Who are the different target groups you need to communicate with and what are their information needs with regards to gender mainstreaming?

What are you trying to accomplish with the communication? What are the objectives of the communication?

What strategy can you use to reach those communication objectives?

What are the most appropriate communication channels or tools to use?

The development of new communication media, such as the internet, has created the need for people with specific skills in making effective use of these channels of communication. Large organisations like a Ministry may possibly have a special department for communications (or there may be a central Government organisation for external communications). The GFP should make as much use of these resources as possible.

## Target groups and information needs

A first step in developing a communications strategy is to determine the various target groups you need to communicate with and what their information needs are. Some suggestions are given in Table 1.

Table 1: Target groups and their information needs

Target Group	Information Needs
Ministry/utility/energy agency senior management	Need to know about the overall approach for identifying and addressing gender issues in policy and need updating on results and impacts on project efficiency and outcomes (information in a form that can be shared with outsiders including donors) Need to track and monitor
Ministry/utility/energy agency staff	Need to understand how to apply mainstreaming strategies, what specific activities are planned, what are individual roles and responsibilities, where to access help
Field staff/Programme partners involved in implementation	Need to understand what gender mainstreaming is, its benefits and what are the roles and responsibilities of each stakeholder
Policy/programme beneficiaries	Need to be clear on what they can expect from energy policy and any programmes (how would men and women benefit), what their roles and responsibilities are, how would they participate including support to facilitate their participation.
Policy makers and/or Donors	Need to see visible and measureable impacts a gender-aware energy policy, strategies and approaches in programme implementation they support, how it can contribute towards improving the overall performance in reaching goals and objectives
Ministry of Gender/Women	Good practices and lessons learnt in mainstreaming gender for application in energy policies and programme as well as its relevance for other sectors Demonstrating contribution to meeting international commitments to CEDAW, Beijing Platform for Action etc
Development community (other practitioners/ project designers/ academics/ research institutions) Other GFPs	Good practices and lessons learnt in mainstreaming gender for application in energy policies and programme as well as its relevance for other sectors Concrete tools and approaches for integration into processes

## Communication objectives

What needs to be accomplished by communicating with the identified target groups? It is possible to have multiple objectives. What is important is that they are clear and specific. This includes determining whether communications will be external to the project (donors, development community, policy makers), or internal (Ministry/utility/energy agency senior management, staff, implementing agencies, and beneficiaries). External communications will be linked more to objectives such as replication of the gender mainstreaming approach, while internal communications link more to awareness raising, about capacity building in and securing and maintaining commitment to the gender mainstreaming approach.

### Discussion Point 1

Do you think Table 1 has included all the stakeholder categories for your communication strategy?

Common communication objectives for gender mainstreaming in energy policies include to:

- ensure that all stakeholders understand and own the gender mainstreaming process;
- share new experience with all stakeholders;
- ensure accountability of stakeholders and project partners;
- communicate with external stakeholders which will determine the potential for the replication of a gender mainstreaming approach widely.

## Strategy

The strategy determines how to make sure that the right message is delivered to the right people in the appropriate way so gender mainstreaming objectives are reached. For example, convincing decision makers, senior management and staff of the need to devote scarce resources to gender equality activities because it will bring multiple benefits (Box 1 gives an example of a communication strategy for gaining support and commitment for developing a GAP).

Some strategies which have proven to be successful in the past include:

- Developing fact-based arguments that relate concretely and precisely to energy policy goals and that will minimize the constraining forces and promotes the driving forces. Key issues to take into consideration are: what energy and development problems will gender equality contribute to solving (the use of tables and statistics to visualize/quantify the problems – this is particularly important when dealing with engineers and economists), what are the gender goals and how they will be measured? What specific benefits will a gender-responsive perspective bring to energy policy? What is the “added value” of gender mainstreaming? What are the timeframe and overall budget? In general what are the roles and responsibilities of the different stakeholders?
- Consulting and involving staff, management, decision makers, implementing agencies and women and men in target communities in developing a Gender Action Plan throughout the gender mainstreaming exercise and. However, remember that stakeholders can b/e active at different stages in the policy planning and implementation processes.

### Box 1: Example of a Communication Strategy for Developing a GAP

- Intensive bilateral meetings with top management.
- 1-2 day orientation workshop with gender team and partners to explain the recommendations for the GAP and its relevance and value addition to energy policy. If necessary make personal visits to key staff to follow up on questions and further explanations of the GMS to help reduce resistance.
- A communiqué to donors and Advisory Group (if there is one).
- 1-2 day workshop with field staff to ensure outreach to men and women in target communities where Ministry of Energy/utility/energy agency has or is planning programmes/projects.
- Final consultation with management to confirm approval to move forward with the full development and implementation of the GAP, preferably through a written memo.

- Gender-sensitization training of energy project implementers and decision makers, to increase their understanding of gender mainstreaming and their skills to be able to implement. Specific gender trainings, coaching, and networking can also be useful for staff, partners, and beneficiaries. Gender will also need to be integrated as part of the curriculum in training courses, and gender expertise included in TORs for field staff and energy project implementers.
- Enrolment of gender allies, including other gender focal points, and networks at the national and international levels and in sponsoring agencies, in support of gender mainstreaming in energy policies (see Box 2 for an example of women networking in the energy sector.)

### Box 2: The power of networking<sup>1</sup>

The Power Queens Club of the Electricity Company of Ghana, which was founded in the late 1980s. It began as a pressure group for female staff of the company who sought to mobilise themselves to fight for better conditions of service, and successfully advocated for women to make medical claims for themselves and their families. The group is sustained by membership dues that are deducted from the salaries of all female staff. The management of ECG has been very supportive of this dynamic women’s group and provides funds and political will to support their activities.

## Means of Communication

The media through which to deliver the gender mainstreaming message fall into four groups:

**Spoken word:** you can think of regular stakeholder or network meetings; forums on energy, development and gender that you participate in; workshops and conferences; and TV and radio shows, but you can also think of more informal talks with colleagues, project partners and the project beneficiaries. It may also be an option to write a press release or call a press conference.

**Written word:** though new media are coming up fast, the written word is still proving to be a powerful tool in communication. The following media can be considered in this regard: case studies; flyers; newspapers; magazines; papers; and reports.

**Images:** Images (photos, illustrations, videos, TV shows) can be a powerful tool to support your message, or can be used to tell the message. Images can have an immediate and longer-lasting impact on the viewer than spoken or written words.

**Internet:** called the new media, online communication channels such as websites and social media (blogs, electronic forums, twitter, YouTube, Flickr, Facebook, etc.) are becoming a useful tool in

### Box 3: Using existing channels to communicate

In Botswana, the gender team for the Botswana Power Corporation (BPC) communicated to the wider implementing organization about the Gender Action Plan through an already existing internal newsletter that keeps the staff updated about new developments and organizational issues. This helped raise awareness and sensitize the BPC staff about the gender mainstreaming efforts in the project.

communicating messages, not only locally, but also with a large international audience. The internet provides the opportunity to post spoken and written messages, as well as images online, making them available for a large external audience. Not all material will be suitable for web publishing though. It remains important to think of whom you target with what message. Also, make sure that written messages for the web are adapted to the web: keep your message short. If need be, you can always refer to a longer text in a separate document. Keep your sentences short, crisp and clear and use catchy titles.

#### Box 4: Practical suggestions for developing communication messages

- Be clear on 'how much' to communicate. Sharing 'too much information' can actually jeopardize the communication package.
- Messages have to be tailored to the target group they are intended for. For example, communication for the masses must have a 'popular' element; it should be de-jargonized, simple and directly deliver the message. Therefore, publications and case studies should present information in a simple manner.
- Policy makers and senior managers prefer to hear positive messages. If there is a problem have suggestions on how to overcome it.
- Communication at the community level is a critical component of the communication package and often forgotten. Communication at this level must be in terms of people's aspirations (and not project objectives etc), both for men and women. When interacting with men, it is important for the communication to be 'non-threatening'.
- It is also important to bear in mind that the messages we give to men are different to those we give to women. Topics of special interest to women generally are drudgery reduction and livelihood enhancement. Additionally, issues of mobility and safety are topics to which women also tend to respond well.
- In terms of the general population, women and men further have access to different information channels. Men tend to have better access to information and media. If you want to address especially women with your message, you will have to take into account their level of literacy in case of written messages, but you will also have to think of posting the message at places where women frequent regularly. When talking to women you will have to consider female communicators.

As Box 3 suggests it is not always necessary to develop something new. Box 4 gives some practical tips for developing a communications strategy while Table 1 gives some suggestions about appropriate communication channels for specific target groups. A distinction is made between internal and external communications. As was mentioned earlier, large public and private sector organisations usually have a department or section, such as the press office or public relations, which deals with external communications and the GFP will have to comply with their guidelines, eg posting on the internet. The staff can also be a valuable resource for design, layout etc.

**Table 1: Communication Channels for Internal and External Target Groups**

Internal Communications:

Communication Channel	Target Groups	Useful for	Remarks (pros and cons of tool)
Gender Action Plan workshop	Senior manager(s); high-level institutional management; executive director; Board	Creating understanding and ownership of the gender mainstreaming process, as well as endorsement of GAP	Good tool for direct interaction with stakeholders Limited time availability of senior managers can put pressure on the workshop program
Gender training workshop	Manager(s); staff;	Creating awareness on gender and energy in the project; and building capacities in implementing GM steps and tools	Training to be tailor-made to the energy sub-sector and to address the capacity gaps identified in the institutional assessment

Progress reports / organizational newsletters	manager(s); project staff; project stakeholders	Updating staff and stakeholders on implementation of the GM approach, the GAP and the results	Existing tool into which GM updates can be included Ensure the report gives gender disaggregated data
Posters / flyers	Community-level beneficiaries	Informing the community about energy policy and programmes, technology, and targeted benefits	Low-cost tool Adapt content according to literacy levels of men and women
Road shows (including theatre)	Community-level beneficiaries	Informing the community about energy policy and programmes, technology, and targeted benefits	Good tool for interaction with the beneficiaries Ensure that both men and women are reached

#### External communications

Tool	Target audience	Useful for	Remarks (pros and cons of tool)
Dissemination workshop of outcomes and results	National energy sector stakeholders (policy makers, donors, NGOs, CBOs)	Showcase project approach, outcomes and results; create a basis for replication of GM in other energy sector organizations plus Ministry of Gender/Women	Good tool for direct interaction with stakeholders Costs of the workshop should be budgeted for in the GAP
Case studies	(Inter)national stakeholders (energy practitioners, policy makers, academics, gender and development sector)	Showcase in detail the GM approach and the results/outcomes; create a basis for replication	A good tool to explain in detail the GM approach and outcomes, including lessons Detailed case studies can be lengthy and may not be read widely.
Newsletter articles / special issue on gender mainstreaming	(Inter)national stakeholders	Showcase in summary the GM approach and the results/outcomes; create a basis for replication	If an organizational newsletter exists, this is a low-cost tool Articles could be short versions of a case study
Flyers	(Inter)national stakeholders	Networking, resource mobilization	Short and easy-to-read and thus accessible. Low-cost outreach tool
Mass media, such as radio, TV and newspapers	Public at large; could also define a special sub-group, e.g. youth, women	Awareness creation and sensitization on the subject;	Outreach to large audience Men generally have better access to mass media than women
Photos	Depends on where the photos are published	To support written communication with telling images	For print quality photos, a good camera is essential and may have to be budgeted for. Ensure depiction of both men and women in the photos and capture changing gender roles

Video	(Inter)national stakeholders	Sensitization	Video production to be included in budget. Wide outreach through video channels like YouTube Visuals can have an immediate and lasting impact on viewers
Website	(Inter)national stakeholders	Sensitization	Integrate special GM pages into existing organizational site to publish updates and resources
Blog / e-forum	(Inter)national stakeholders	Engagement with target audience (blog) or between members of your target audience (e-forum)	Free or low-cost tools Needs quite heavy time investment and skills Needs fast and reliable internet connection

## Concluding remarks

The communication strategy helps convey the right message to the right people, making use of appropriate communication channel. It should form an important component of the GAP, although there will need to be an initial strategy when the GFP starts work to gain support from senior management and other staff for the development of a GAP.

## Resources

Visser, J., and Clancy J. (2007), Gender and Advocacy. Module 4, The Gender Face of Energy, ENERGIA.

Cecelski, E. and Dutta, S. (2010), Mainstreaming Gender in Energy Projects: A Practical Handbook, ENERGIA

## Exercise: Designing a Communications Strategy

The purpose of this exercise is to get you started with designing a communications strategy. To design a complete strategy would take longer than there is time available for in the session.

The table below gives an outline for a written communications strategy. The document is important for monitoring and evaluation.

You can work in groups and complete the individual sections for a specific activity that is either part of the preparation for the GAP (eg presenting to senior management the need for a GAP) or is part of the GAP (eg explaining to field staff and implementing partner organisations the need for gender mainstreaming).

<b>1. Introduction</b>
<ul style="list-style-type: none"><li><input type="checkbox"/> The motivation for the strategy;</li><li><input type="checkbox"/> The issue to be addressed;</li><li><input type="checkbox"/> How the strategy was created;</li><li><input type="checkbox"/> A short overview of the document.</li></ul>
<b>2. Communication objectives</b>
<ul style="list-style-type: none"><li><input type="checkbox"/> Why this issue, and why it is important;</li><li><input type="checkbox"/> The causes and consequences of the issue.</li></ul>
<b>3. Target groups</b>
<ul style="list-style-type: none"><li><input type="checkbox"/> Who are the target groups?</li><li><input type="checkbox"/> What do they need/should know?</li></ul>
<b>4. Strategic approach</b>
<ul style="list-style-type: none"><li><input type="checkbox"/> Which communications means for which target group?</li><li><input type="checkbox"/> How will the outcomes be measured (the monitoring mechanism).</li></ul>
<b>5. Process context</b>
<ul style="list-style-type: none"><li><input type="checkbox"/> Members of the gender team and the division of tasks;</li><li><input type="checkbox"/> Who is responsible for the process?</li><li><input type="checkbox"/> The time-scale of the process;</li><li><input type="checkbox"/> How communications will be organised (is there a need to involve the press office or other specialist department?).</li></ul>
<b>6. Planning and budget</b>
<ul style="list-style-type: none"><li><input type="checkbox"/> Detailed planning with tasks and deadlines;</li><li><input type="checkbox"/> Detailed budget.</li></ul>

## **UNIT 13**

# **DEALING WITH RESISTANCE TO GENDER MAINSTREAMING**

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<b>Learning objectives:</b>	After completing the unit the participant should be able: <ul style="list-style-type: none"><li>• To explain why there can be resistance to gender mainstreaming in organisations.</li><li>• To analyse the restraining and driving forces of gender mainstreaming in organisations.</li><li>• To design a strategy to overcome resistance to gender mainstreaming in organisations.</li></ul>
<b>Time schedule:</b>	2 hours Study of the theory: 15 minutes Discussion points: 15 minutes Exercise: 2 x 45 minutes
<b>Aim of the unit:</b>	To suggest strategies that a gender focal point can adopt to ensure that a gender mainstreaming policy is effectively implemented in her/his organisation.
<b>Key concepts and ideas introduced in this unit:</b>	Principled bargaining
<b>Topics in this unit:</b>	Explaining why people resist change Strategies for overcoming resistance to change Negotiating Force-field analysis

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# DEALING WITH RESISTANCE TO GENDER MAINSTREAMING

## 1. Introduction

You do not have to have been a Gender Focal Point (GFP) for very long, or have started a discussion about women's rights with family members and friends, to learn that not everyone is enthusiastic about gender mainstreaming nor keen to change gender roles and relations. It will be an important part of the work of the GFP to overcome resistance from her/his colleagues to gender mainstreaming within their organisation. Understanding why people resist change can help with developing a strategy for overcoming resistance which can then be incorporated into the Gender Action Plan. This unit provides an explanation, based on scientific research, as to why people in organisations resist change. When we understand why people resist it can help us feel less frustrated in our everyday work and it can help us develop specific strategies to overcome resistance. The unit also gives some suggestions on how to overcome resistance.

While we focus in this unit on organisations, it is worth mentioning that if the policy environment is silent on gender issues or support for gender mainstreaming (even if policies on gender exist on paper) it creates a situation where resistance can flourish. However, this should not be seen as a deterrence to undertaking gender mainstreaming since there are global, regional and national gender instruments which can be used to influence this policy environment to ensure governments comply with their obligations eg CEDAW.

## 2. Resistance to change within an organization

To function effectively, organizations have to respond to transformations in the policy context in which they operate. This need to respond applies to the public and private sector as well as civil society organisations. The nature of the response can result in changes to the objectives of the organization, its strategies, policies, organization structures, personnel and methods and procedures of operation. For example, the government can introduce legislation to privatise state-owned energy enterprises, which would probably require significant change in the employment conditions of staff with potentially different implications for women and men. Implementation of commitments to gender equality resulting from ratifying international agreements, such as CEDAW and the Beijing Platform for Action, can require quite significant alterations to policies and practices.

People respond to change in the organisation they work for in different ways and for different reasons. Some people embrace change enthusiastically, possibly seeing it as a challenge which can open up new opportunities and bring career satisfaction, while others resist change, possibly seeing it as a threat to their job security and/or status. A commitment to gender equality through the process of gender mainstreaming is an example of the type of change that can meet resistance in organisations. For an organization to successfully introduce fundamental changes to policies and practices the senior management will need to develop strategies which build on the enthusiasm of those staff embracing change and overcoming the resistance of those who are uncertain about or oppose the proposed changes. Therefore, a manager who is responsible for introducing the new policies and procedures needs skill in developing and implementing processes to gain acceptance and support for both the objectives and the means for their achievement from the people affected by and involved in the change.

In the context of this manual, the manager is the gender focal point (GFP) who is responsible for the gender mainstreaming process. In order to successfully mainstream gender into an organisation, the GFP needs the active commitment and support from the highest levels within the organisation. This would be signalled to the organisation by implementing a Gender Organisational Assessment<sup>35</sup> (GOA). The manager must try to influence the attitudes of those involved in a change in order to secure their active cooperation. There are a number of different ways in which this can be done linked to the underlying reasons for resistance to gender mainstreaming. The Gender Action Plan<sup>36</sup> (GAP) lies at the heart of the strategy for influencing attitudes.

When designing the GAP, the Gender Focal Point needs to be aware of, and understand, the nature and source of factors that produce resistance to change. It is important to recognise which factors the GFP can influence and those that s/he cannot (See Table 1). The extent to which the GFP can influence these factors will also vary. By understanding the nature and sources of resistance to change, the GFP will not only design an effective strategy but will also not become demotivated when not everyone enthusiastically accepts plans for gender mainstreaming.

Research into understanding why people resist change suggest that there are three distinct ways in which people are affected by the changes that gender mainstreaming requires and brings:

- (1) operational: certain alterations in behaviour (administrative procedures, methods) are required;
- (2) psychological: changes occur to the way in which each individual relates to and regards his or her work;
- (3) social: alterations are made to established relationships among those affected and between them and the organization.

Table 1 shows how people can respond both positively and negatively to change. These feelings will not necessarily be held by all individuals nor will each individual hold all of them at any one time. There are two important points for the GFP to take from this table. Firstly that there are some factors which the GFP cannot influence. Secondly when designing the GAP the strategies should not only be about overcoming the negative but also building on the positive. As part of designing the strategy the GFP should take time to talk to and to listen to colleagues to try to understand how they feel about gender mainstreaming. It can be challenging to keep quiet when one hears what can be considered outdated views about and prejudice against women (or for that matter any other discriminated against group). However, the point is here that at that this stage the GFP should not to try to convince or change their way of thinking by engaging in debate or discussion but to understand why they hold these views. Indeed people can resist change because they feel that they are not being listened to or that their views are heard by those in authority who are making the changes. By understanding the underlying reasons for resistance the GFP can design the GAP with these in mind.

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<sup>35</sup> See Unit Gender Organisational Assessment: Assessing the Capacity of Energy Sector Organisations to Mainstream Gender

<sup>36</sup> See Unit The Gender Action Plan

**Table 1: Resistant feelings and factors which influence attitudes toward a specific change**

Source: Adapted from Judson, A.J. (1991) *Changing Behaviour in Organisations: Minimising Resistance to Change*. Oxford: Blackwells Business

	Positive Feelings towards change	Negative feelings towards change
Those factors the GFP can influence (to varying degrees)	Expectations for achieving personal aspirations confirmed	Specific apprehensions unanswered
	Past events supportive in favour of the change	Conflicts with cultural beliefs and norms
	Satisfaction with the manner of change	Past events prejudicial against the change
		Irritation with the manner of change
Those factors the GFP cannot influence	Sense of personal security	Predisposed apprehension about any sort of change
	Trust in management, union, work group	Inherent threat of specific change

#### Discussion Point 1

Table 1 is written from the perspective of a general resistance to change rather than specific resistance to gender mainstreaming. Have you worked in an organisation undergoing change in its policies and/or practices? Do you recognise the factors referred to in the table? How did the management address these?

#### Discussion Point 2

What sort of changes (operational, psychological and social) do you think gender mainstreaming bring to an organisation? Why would staff welcome or resist these changes?

People resist change for a variety of reasons. It is possible to classify these reasons for resistance into four categories:

1. Resistance to deviations from the societal standards and norms: based either on fear for negative reactions from the social environment and the dominant culture (ideology, religion) or on one's own self-image;
2. Resistance based on power relations: fear that another group will take over and affect the status, power, influence and other privileges enjoyed by the grouping resisting change (known as vested interests);
3. Practical resistance: the way a society is structured that does not easily respond to change, for example, a society with a rigid class hierarchy<sup>37</sup>; organisations, particularly public sector ones, tend to reflect these societal structures.

<sup>37</sup> Societies where work, relaxation, family, and religion are highly integrated are also resistant to change. A theocracy is an example of such a highly integrated society where the government administrative structure may have a hierarchy identical with the administrative hierarchy of the religion.

4. Psychological resistance: fear for loss of security, feelings of guilt, doubts about one's own capacities, low self-esteem, lack of identification with women's interests (gender is seen as feminism in disguise, and feminism is regarded as too aggressive and too radical).

### Discussion Point 3

Can you give examples of the different types of resistance (normative; power relations; practical; psychological) that you have encountered when trying to mainstream gender? How did you or someone else in your organisation deal with these?

The reasons for resisting gender policies vary from person to person: some people will show psychological resistance rather than practical resistance and vice versa. Resistance towards gender mainstreaming exists regardless of sex: it occurs among both men and women. Indeed, some men fear that they will lose their jobs if they interpret gender mainstreaming as 'replacing men by women'. However, it would be a mistake to think that all men are resistant to gender mainstreaming. Moreover, not all women are supportive of gender approaches; they can fear it will make their working environment hostile and confrontational. Also not all women are good at promoting gender equity/equality and women's empowerment.

As when there is any major policy change within an organisation, staff will have questions about how this new policy will affect them, for example, in terms of promotion prospects. These questions should not be automatically taken as signs of resistance but as a lack of understanding what is meant by gender mainstreaming (for example as was pointed out above, the mistaken idea that "it means replacing men by women"). The GAP should aim to remove these types of misunderstanding about gender mainstreaming.

Introducing gender mainstreaming in an organization is often regarded as 'women's business' - it has nothing to do with men. The attitude that 'gender' is about women and should be catered for by women is one that needs to be strongly combatted in the organization. A gender approach provides valuable insights to both sexes, and is important from an efficiency point of view as much as it is from an equity point of view. Therefore it cannot be declared exclusively a women's domain.

Promoting gender equality or women's empowerment as part of the GAP can be regarded as a Western import, at odds with local culture and values. In part this impression is created because donors may stress the need for a gender approach; indeed it may even be a condition of funding. Incorporating gender into work practices is not always regarded as relevant by local managers, who show (active or passive) resistance to this 'cultural invasion'. However, such a view fails to recognise the active role many women from the South have played in advocating for gender equality and women's empowerment. Male managers should be brought in touch with these changing perspectives. Often they are more readily convinced by other men. Even if they are not convinced by arguments about gender equality/equity and or women's empowerment they can be convinced by the evidence that adopting a gender approach can lead to an increase in efficiency and a higher rate of success in their energy projects.

### 3. Strategies to overcome resistance

There are no magic formulas for overcoming or at least reducing influencing resistance to change. The characteristics of each situation and each organisation and individual are unique. This means that each organisation's gender mainstreaming strategy will be reflect the distinct characteristics of the organisation. However, there are some general approaches that can be used in influencing resistance to change:

- a. Persuasion: try to make people see your point of view, and try to understand theirs;
- b. Security: dispel any potential fears;
- c. Understanding: make clear why the change is important;
- d. Time: make sure that the timing of the change is right;
- e. Involvement: let people participate in shaping the change;
- f. Criticism: make sure that people do not view the change as a personal attack;
- g. Flexibility: allow for modifications without compromising on principles
- h. Compulsion or the use of authority.

The effectiveness of these approaches varies to a great extent and the GFP may not want to use them all at once. In general, compulsion inevitably increases the frustration of those involved and helps confirm, to those who hold them, many of the negative perceptions about gender mainstreaming: winning support has been shown to be definitely the better choice. The GFP can minimize resistance to the changes that gender mainstreaming makes, by actively incorporating these above approaches into the GAP. The key factors for success are management's ability, commitment and involvement in making use of rewards, bargaining, safeguards or guarantees, discussion and other media for communicating, timing, participation, ceremony and building on the past, and trial periods.

When an organisation commits itself to gender mainstreaming, the following strategies are suggested to overcome resistance:

1. Ensure that the initiative is placed in a high and secure position in the organizational hierarchy, so that the policy is delivered from the start with authority. Top management alone has the power to change organizational structures and to set the operating rules that influence behaviour and build constituencies for further change. The personal behaviour of top management is also important in sending out the right signals.
2. Commit time and resources to building a 'gender-aware and –sensitive environment' within the organization, so that gender equity and women's empowerment does not become isolated. This means developing consciousness, creating networks and building constituencies among both women and men;
3. Identify supportive men to be 'gender champions' and let them carry out the message: men will often listen to other men more readily than they will listen to women;
4. Ensure that the gender focal point is not isolated within the organisation by choosing an appropriate location within the organisation to embed the GFP. (This issue is discussed further in the Unit: The Role of the Gender Focal Point.)

These strategies should be incorporated into the GAP.

## 4. Negotiating

At various stages of the GAP development and implementation process, situations will occur where negotiation is needed, for example with professionals to be hired for a training session or with the organisation's finance department about the budget allocations required to implement the GAP.

Negotiating is not the same as interviewing. Negotiation is a discussion between two parties about the division of resources and responsibilities. Each party will have their own goals and what they expect the other party to contribute. At the beginning of the negotiation process there may be only minor or very considerable differences between the two parties about the division of resources and responsibilities, but the overall aim of the negotiations is to try to resolve these differences and to reach a consensus. To reach a consensus, both parties will have to move from their starting positions towards one that is acceptable to both sides. This means that negotiation is a process in which two parties gradually surrender ground until an acceptable outcome for both sides is found, in other words neither party feels that they have given too much away and that their organisation will benefit sufficiently from the agreement.

Negotiations often seem unfriendly and tough. It is a situation where many women do not feel confident or comfortable with aggressive or confrontational behaviour. However, negotiating does not necessarily have to be competitive or confrontational. In this section, some general guidelines for successful negotiating will be given, as well as some techniques and strategies to help you negotiate in future with more confidence and reduce the risk of having unnecessarily stressful encounters.

### Discussion Point 3

What have been your experiences with negotiations?

Under what circumstances did you have to negotiate (time pressure, a major contract, first experience of being responsible for your organisation etc.)?

How did it feel when you were negotiating? Did you feel comfortable or was there an uncomfortable (possibly hostile) atmosphere? What contributed to the manner in which the negotiations were conducted?

Was your counterpart aggressive towards you? How did you deal with this?

#### (a) General rules for good negotiating

Remember that (at least in the context of this training programme) the process of negotiation aims to find a solution that suits all the parties involved. We are not trying to solve disputes between antagonistic parties. Such situations require different negotiating skills. To keep the negotiating process in a positive atmosphere and to reach a successful outcome, the general rules given below can be useful.

To ensure that your negotiations are successful and take place in a positive environment, the first step is good preparation. In the rest of this section we give some suggestions on how you can prepare.

What are the indicators of success? Monitor these indicators during the negotiation process.

In this unit, it is assumed that a general objective of the negotiation is that there should be no

damage to future cooperation with the counterpart. Therefore reaching a consensus will require some give and take. You should think about where you feel you can compromise as part of your planning. For example, could you delay a training course until the next financial year?

Be clear about whether or not you have the authority to make decisions both within your organisation as well as with outside organisations. You also need to be aware of the extent to which you can make decisions, for example, in some organisations particular staff grades have no authority to negotiate financial agreements or there may be a financial ceiling, after which point a more senior staff member has to be consulted. You should also be aware of your counterpart's level of authority. Quicker results are much more likely if you and your counterpart have the authority to make decisions during a negotiating session. If the session has to keep stopping while one of you consults someone for authorisation this can disrupt the dynamics and rapport that has built up and may take time to re-establish. On the other hand, if tensions have been building, having a break in the negotiations can allow some cooling-off. (Sometimes negotiators use the "need to consult my boss" strategy for this reason.)

Current management theory considers that a style known as principled bargaining is most likely to produce satisfactory outcomes for both parties and lead to sustainable working partnerships. With principled bargaining, both parties benefit and gain something from the negotiations. The negotiators maintain a personal distance from each other (adopt a professional manner) which enables both sides to analyse what is happening in respect of the content of the negotiations without being distracted by personal politics. This does not mean that principled bargaining is conducted in an unfriendly environment. This approach is in contrast to where one party wins at the expense of the other (known as positional bargaining) which can be a display of power politics. If negotiators become too entrenched in their positions (objectives) then there is a danger that the attitudes become highly personalised and can end up in confrontation.

#### (b) Practical hints for negotiating

There are various possible approaches to negotiating. The way you enter negotiations is based upon different aspects: your relationship with the other party, how well you know the other party, your gender, etc. However, we should not lose sight of the fact that the ways in which people behave in negotiations are culturally determined and many management theories (including those used in this unit) are based on North America/European cultural behaviour. You will therefore need to keep this in mind and adjust the advice contained in this unit appropriately.

Some general techniques to keep in mind:

- Allow enough time for the negotiations: slow the process down if you feel more time is needed to get used to a new situation;
- Look for, and talk openly about, common ground: do not concentrate on areas of conflict, give more attention to anticipated common ground;
- Identify your – and the other side's – ideal and realistic outcomes: identify the likely range within which the outcome will fall;
- Don't be irritating;
- Avoid immediate counter-proposals which introduce additional options, or new issues which cloud the clarity of the negotiations;
- Don't get involved in a spiral of defence or attack: negotiations do involve conflict, but don't get heated and emotional. The topic of gender mainstreaming can be very sensitive for both sides. Being straightforward in your message can prevent descending into a spiral of defence and attack. Alternatively, suggest a "time out" to allow tensions to disappear;
- Give indicators of how you are going to behave: instead of asking "Why are there so few women on the board?" warn that you are going to ask a question: "Can we talk about the positive

benefits of having a more gender-balanced board?” This technique reduces ambiguity and makes the negotiator’s intentions clear.

- It is essential to avoid labelling disagreement. Never say “I disagree with that because ...” , instead, begin your response by outlining the reasons that led up to the disagreement;
- Avoid language that sounds like ‘men bashing’ – remember not all men are opposed to women’s empowerment and you can risk alienating men who are sympathetic. Such approaches can also alienate some women who can be concerned about the working atmosphere this can create.
- Sort out misunderstandings by testing understanding and summarising. “Can we summarise where we are at the moment? My understanding is that we have agreed.....”

## **5. Closing remarks**

This unit has provided an explanation about why people resist change. Understanding the underlying causes of resistance is an important part of designing the strategies for inclusion in the Gender Action Plan. Therefore this unit should be read in conjunction with the unit entitled Gender Action Plan. The GFP does not have to solve these problems alone. Networking with other GFPs and other women and men engaged in gender mainstreaming can help provide tried and tested strategies for overcoming resistance.

## **Exercise 1: Introducing an analytical tool to help design strategies to overcoming resistance to gender mainstreaming: Force-field analysis**

### **Introduction**

Force-field Analysis is a tool used for analysing complex problems and helping to identify solutions. Force-field analysis is based on the hypothesis that a given situation arises as a result of a number of balancing forces (or factors), some of which are constraining forces, resisting or blocking change, and others which are driving forces, facilitating or promoting the process of change. If we want to change a given situation then identifying the particular forces for that situation and assessing their influence can help design a strategy to minimise the constraining forces and/or increase the driving forces.

The forces working against and for the desired change can be related to people, money or time. These forces can be internal or external to the organisation. Internal forces include beliefs, religion, education, finance, physical resources, physiological condition, and organisation. External forces can be national (including policies and laws), international, political, local (e.g. community groups), cultural and economic.

A number of organisations or institutions have used force-field analysis to assess the problems of introducing a gender-sensitive planning system, in other words gender mainstreaming. The technique may be best used by members of a particular organisation working together, but it can also be used in a more general way by individuals or with a group of people from different organisations. It could be used when developing the GAP.

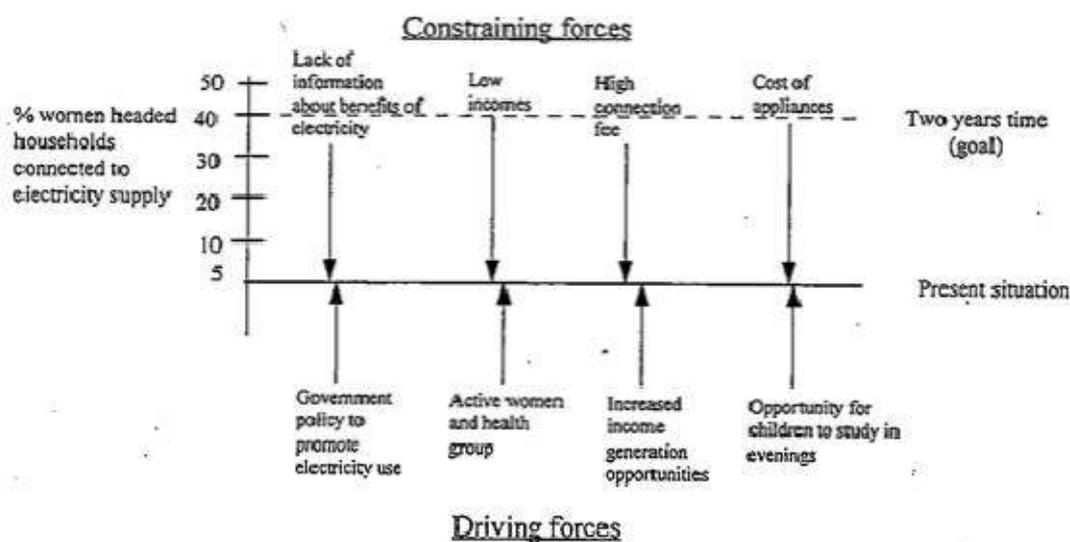
Force-field analysis could also be used in energy project formulation and implementation stages. It provides a framework in which complex problems can be analysed, forces identified and strategies devised to influence these forces so that a particular objective or goal can be reached. It can be applied to socio/cultural problems, such as increasing the participation of women in an activity, or to physical problems within a project or small scale enterprise, for example, reducing the percentage output by a co-operative of their household stoves that fail to meet design standards.

The diagram below illustrates how Force-Field Analysis could be applied to the case of an electrification project.

## FORCE-FIELD ANALYSIS DIAGRAM

Problem: Less than 50% of women headed households in a recently electrified area have applied to be connected to the supply.

Goal: To increase the number of connected women-headed households to 40% in the next two years.



### Instructions

The facilitator will divide you into groups and distribute copies of a force-field analysis work sheet. In your groups complete the work sheet by completing the following steps:

1. Define the problem/present situation and then the desired situation (goal) when the problem has been solved. List the forces working against and for the desired change.
2. Construct a force field diagram. The most important forces are underlined (some organisations use a numerical weighting system of classification from 'strongest' to 'weakest' – the strength of these forces cannot be scientifically measured and so any assigned values are only indicative based on personal judgement).
3. List actions which could reduce or eliminate the most important restraining forces. What steps could be taken towards solving the problem? What resources are available to help achieve this objective?
4. Repeat the process for the driving forces. How can their influence/effectiveness be increased? What steps could be taken towards this objective? What resources are available to help achieve this objective?
5. Evaluate the strategies. Which can be incorporated into the GAP?
6. The situation needs to be periodically reviewed because forces change and new strategies may have to be devised.

## FORCE FIELD ANALYSIS WORKSHEET

<b>1 The Problem</b>		
<b>2a Present Situation</b>	<b>2b Desired Situation</b>	
<b>3 Constraining Forces</b>	<b>5 Driving Forces</b>	
<b>4 Actions to Reduce or Eliminate</b>	<b>6 Actions to Increase</b>	
<b>7a Steps towards influencing the forces</b>		
<b>7b Resources required</b>		
<b>8 Steps</b>	<b>How</b>	<b>When</b>

## Exercise 2

There are three 'imaginary' cases representing common situations when energy sector organisations attempt to implement gender mainstreaming.

The facilitator will organise you into groups and allocate one of the cases to your group. Read the case and then answer the questions based on your experiences with gender mainstreaming.

You have 20 minutes.

Each group will then present their findings. Don't forget to give a brief summary of your case so the other participants understand the context of your responses to the questions.

## Case 1: Introducing gender issues in the Ministry of Energy, country A

Mr. Kidole, who is head of the Planning Unit within the Ministry of Energy, attended a course on gender analysis and planning last year. He spent two weeks abroad, during which he gained insight into the specific problems men and women face with regard to energy matters and he became familiar with various tools for gender analysis. Although he was sceptical of the subject at first (in his view, women's rights had nothing to do with the energy sector), Mr. Kidole gradually realised the importance of following a gender approach. The course clearly showed that involving women might be more of a benefit than a cost to the Ministry of Energy: the rate of success proved higher when a gender approach was adopted. Since 80% of household energy use in his country is covered by biomass (mainly woodfuel), and it is mostly women that are responsible for collecting and using this fuel, Mr. Kidole saw some clear opportunities to introduce a gender approach in the Planning Unit.

Upon his return to the country, Mr. Kidole attended a meeting of heads of departments, chaired by the Permanent Secretary of the Ministry. During this meeting, Mr. Kidole gave a report on the gender course he had attended. There came no response from his fellow heads, who listened politely without paying any real attention. The PS then laughed and said it was a good thing that Kidole had attended: donors would be pleased to know that the Ministry now had a gender expert in its midst. They all laughed, indicating that the subject was closed as far as they were concerned. Mr. Kidole felt a bit uneasy, as if his colleagues did not take him seriously. He wanted to convince them that adopting a gender approach would lead to an increase in efficiency, but he could not find the right words. Instead, he smiled sullenly and let the occasion pass.

Within his own Planning Unit, however, Mr. Kidole further elaborated the subject. He organised a morning seminar for his staff, in which he stressed the importance of a gender approach. For this purpose, Mr. Kidole used some of the training material he had collected during his own course and applied it to the situation in his country, making it both accessible and understandable for his staff. He made it very clear that analysing gender relations is more than a cultural invasion from the West, and that this approach contains some clear advantages, as far as the efficiency of energy projects is concerned. His team was very responsive and the seminar was considered useful.

After the seminar, however, Mr. Kidole did not know how to proceed. He felt that the implementation of a gender approach in planning required some important changes in the bureaucratic procedures, which were beyond his reach to implement. He did not feel self-assured enough to talk to the PS about the subject, since he thought the PS would not be in favour of a gender approach at all. He did not know whom to approach instead. The result was that, although the Planning Unit was quite willing to adopt a gender approach to planning, everything remained the way it was. Mr. Kidole kept good memories from the course, but found himself unable to translate his new insights into policy.

### Questions

1. In your view, how should Mr. Kidole proceed?
2. Do you think Mr. Kidole is right in concluding that the PS is not in favour of a gender approach?
3. What do you think is the effect of a morning seminar like the one Mr. Kidole organized for the Planning Unit?

## Case 2: Introducing gender issues in the Ministry of Energy, country B

The Ministry of Energy has been pressed by the Office of the President to adopt a gender approach to energy planning. Although biomass is the most important energy source in the country (60% of household energy use depends on biomass fuels; in some rural areas this figure reaches as high as 90%), the Ministry of Energy is mainly concerned with the implementation of conventional power projects including thermal plants and hydro-electricity. The intention is that development of the modern sector will bring about greater wealth to the country which will eventually result in a trickle-down of benefits to the entire population. In practice, this type of investment only positively affects a very small proportion of the population.

The Director of the Ministry reacts to the directive of the Office of the President by appointing a young and ambitious lady as a gender officer within the Human Resources department. Mrs. Sukmawati, after finishing her studies, worked as an extension worker with rural women for several years. After that, she was employed by a large NGO as field officer. In this capacity, she initiated several projects that were aimed specifically at women and at strengthening their organizations. As a practitioner at local level, Mrs. Sukmawati is trained in community participatory techniques and has a clear understanding of the problems rural women face. She wrote her PhD on social forestry, tackling what she calls the 'real energy crisis'. Mrs. Sukmawati has high expectations of her new job as gender officer in the Ministry of Energy: she feels that finally she has the opportunity to change things from inside the bureaucracy.

Mrs. Sukmawati decides to introduce the problems connected to the 'real energy crisis' to senior staff within the Ministry of Energy by means of a field trip. She feels that if Ministry staff are brought together with rural women, they will be more responsive to the problems these women face. Together with a junior assistant within her department, she organises a one day field trip to a nearby location. However, on the day of departure none of her colleagues show up. Although Mrs. Sukmawati is disappointed by this clear lack of interest, she is determined not to give up so easily. She addresses the issue with the head of the Human Resources department, and together they draw up a training schedule for senior and middle management staff in the Ministry. Since the training sessions are declared mandatory by the Director, attendance is high. After thirty people within the Ministry have participated in a gender training course, consisting of two afternoon sessions, Mrs. Sukmawati decides to evaluate the training sessions. From this evaluation it is clear that most of the senior and middle management staff, although they found the training sessions 'pleasant' or even 'interesting', do not consider the gender subject 'relevant' to their own working fields. Since most of the staff is involved in the planning and implementation of conventional power projects, they do not come across issues connected to the 'wood energy crisis', which particularly affects rural women. Mrs. Sukmawati has now hit an impasse over how to incorporate gender issues into conventional energy planning.

### Questions

1. Apparently, Mrs. Sukmawati's background and the dominant practice within the Ministry do not match. What do you think are important criteria when it comes to the selection of a gender officer? Is HR the appropriate unit for the first and only gender officer?
2. Do you think Mrs. Sukmawati has an important contribution to make with regard to energy policy? Do you consider a gender training the right starting point for such a contribution?
3. What is the relevance of gender issues in conventional energy projects? Help Mrs. Sukmawati out and design a gender training for senior and middle management staff of the Ministry of Energy.

### Case 3: Introducing gender issues in the Ministry of Energy, country C

Mrs. Butoy is an experienced consultant in gender training. a number of. She has set up various training courses and accompanying manuals in the field of gender and development for national and international organizations, both governmental and non-governmental. Within the network of 'gender specialists', she is well-known and nobody doubts her professional qualities. She is also known to a wider public as a champion of women's rights since her photo often appears in the newspapers on her return from training programmes and conferences related to gender she has attended in the USA and Europe. The head of the Human Resources and Training department of the Ministry of Energy has now asked Mrs. Butoy to set up a gender training course for senior and middle management staff within the Ministry.

Since Mrs. Butoy is not very familiar with the energy sector, she decides to conduct some in-depth interviews with senior managers in the Ministry before she designs the course in detail. To her surprise, the first manager she has an appointment with, does not seem very pleased with her presence. He avoids looking her straight in the eye and restricts himself to one syllable answers to her questions. When asked if he agrees with the relevance of a gender training course in the Ministry of Energy, he simply replies: 'Do you?' Mrs. Butoy, who is not easily put down, tries to get some more constructive comments out of the manager, but with a sharp look on his watch he indicates that, as far as he is concerned, their conversation has come to an end. The next manager she meets with shows a similar, though slightly more polite, attitude. This manager expresses his view, which he believes is shared by his colleagues who are all male, as follows: 'This gender fashion that donors and strangers like yourself insist on, is leading us nowhere. Maybe women's liberation is good for them, in their countries where they have lost control of traditional values anyway, but for us, it is simply not feasible and for that matter, not desirable'.

After several disappointing discussions with senior managers in the Ministry, Mrs. Butoy shares her experiences with the head of the Human Resources and Training department, who has given her the assignment. The head of the department, the only woman in a management position, feels it is essential to proceed with the gender training: 'This male hierarchy has to be broken at some point'. Mrs. Butoy, however, fears that as long as there is not enough support for a gender approach within the organization, the effects of the training will not last long.

#### Questions

1. Do you think support is an initial condition for gender training to be effective, as Mrs. Butoy says, or should support be created by training?
2. If initial support is lacking, how can training be made effective in an organization?
3. How can Mrs. Butoy counter the argument that gender is a cultural invasion from the West, that is not feasible (or desirable) in other countries?

## UNIT 14

### MAKING A PERSONAL ACTION PLAN<sup>38</sup>

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**Learning goals:** After completing the topic the participant should be able to initiate the integration of the tools into their own work situation

**Time schedule:** 3 hours

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### PARTICIPANTS PERSONAL ACTION PLAN

Name:

Title:

Organisation:

Topic:

1.

Knowledge Acquired	Skills Acquired

2a What problem issue related to gender and energy do you want to address in terms of your work?

2b How do you intend to use the skills gained in the workshop to address the problem you have identified in part 2a?

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<sup>38</sup> This exercise has become a standard component of ENERGIA training course. It was originally provided by Mr. Dazydelian L. Banda, from the Eastern and Southern African Management Institute - ESAMI (Arusha, Tanzania) and Ms. May Sengendo, from the Ugandan regional office of East Africa Energy Technology Development Network (EAETDN).

3. What factors might hinder you from implementing your action plan?

3.1 Organisational factors?

3.2 External Factors (if any)?

4. Formulate Strategies to Overcome the Factors likely to prevent you from implementing your action plan.

5. What resources (staff, trainers, funds, technology) do you need to implement your action plan?

6. Where will these resources come from?

6.1 Own budget?

6.2 External Sources (please specify)

7. Budget Estimate

8. Timescale – when will you start and finish implementing your action plans (indicative dates)