

MAINSTREAMING GENDER IN ENERGY SECTOR PRACTICE AND POLICY

LESSONS FROM THE ENERGIA INTERNATIONAL NETWORK

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EXECUTIVE SUMMARY

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Executive Summary

Introduction

The ENERGIA network has for more than twenty years been building a substantial body of experience with approaches to gender mainstreaming in the energy sector. There is a need to document this experience in a systematic way that can be used to inform future work of ENERGIA, the network members and partners, and most importantly, other energy sector players. In order to do that, ENERGIA commissioned research by a small team of which the objective is to bring together lessons learned from gender approaches by ENERGIA and other organisations (in particular the World Bank's Africa Renewable Energy and Access Program (AFREA) and the Asian Development Bank (ADB)). The ultimate aim is to increase ENERGIA's effectiveness, enhance ENERGIA's role in setting the stage for other organisations and to inform policy development and practice about successful gender mainstreaming approaches.

This study is not an external evaluation of ENERGIA's gender approaches. Instead it is an internal reflection on the effectiveness of these processes to identify lessons learned. There is no attempt to evaluate the AFREA or ADB approaches nor to compare their approaches with those of ENERGIA.

The research aims to provide input to the research teams in the UK's Department for International Development (DFID) funded Research Programme 'Building the evidence base for improving energy investments effectiveness by taking a gender approach' by giving a clear indication of what ENERGIA's gender approach entails and how this can benefit researchers.

The commissioned research focused on using evidence from ENERGIA's experience with gender approaches to build insights for future implementation and to inform policy and practice according to the Theory of Change as presented by DFID. These approaches have been widely used by ENERGIA through a range of projects and programmes in ENERGIA's networks in a number of countries in Asia and Africa. For purposes of this research, only activities between 2005 and 2011 were reviewed, which covers Phases 3 and 4 of ENERGIA's programme of activities. The year 2005 was significant for ENERGIA as it marked the beginning of the TIE ENERGIA project which had the goal to ensure that gender is integrated into energy access by strengthening the human and institutional capacity in 12 African countries. ENERGIA's methodology for gender audits was developed as part of this project. Since gender auditing is an approach that ENERGIA has been closely identified with, and has been implemented in a significant number of countries, it is analysed separately. Another distinguishing feature of audits is that they are aimed directly at policy influencing whereas ENERGIA's other activities are aimed at projects (although projects do provide useful evidence for policy influencing). The year 2011 marked the end of ENERGIA's Phase 4 programme which concentrated on mainstreaming gender in energy projects. It was considered that a period of three years should allow sufficient time for outcomes and impacts to have realised and be identified as well as for reflection by those interviewed as key informants to be meaningful. The two phases are part of an evolution of the ENERGIA network in terms of focus and approaches. Each phase is based on the experiences and lessons learnt from the previous phase

Data Collection and Analysis

The two main gender approaches that the research focused on are: gender mainstreaming in energy

programmes and projects and in energy policies. The lessons learnt and recommendations for these two approaches are presented separately. These approaches have been widely used by ENERGIA through a range of projects and programmes in her networks in a number of countries in Asia and Africa. For purposes of this research, only activities between 2005 and 2011 were reviewed.

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

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

Three countries were selected for in-depth focus (Kenya, Senegal and Nepal) and six others to provide supporting evidence (Philippines, Sri Lanka, Botswana, Tanzania, Lesotho and Zambia).

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

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

Appendix 1 summarises the data collection and analysis tools.

ENERGIA's Gender Approaches

ENERGIA's definition of an approach to mainstreaming gender in energy projects as a process of helping energy projects and their stakeholders is set out in the document "Mainstreaming Gender in Energy Projects: A Practical Handbook":

- To identify gender issues in their energy projects, through the use of practical tools
- To agree on gender goals⁴ that the project wants to achieve
- To develop a strategy and action plan on how these gender goals can be met
- To successfully implement gender focussed activities in their projects
- To institutionalise gender mainstreaming capacity within the project and its partners
- To track the performance of the project in implementation, impacts and institutionalisation of gender issues.

⁴ A gender goal expresses the desired state for women and men to be achieved by a policy or project.

This definition has been further elaborated in the Call for Expression of Interest for the DFID/ENERGIA Gender and Energy Research Programme as an approach that not only analyses the differential impacts of proposed energy interventions on women and on men but also gives:

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

Lessons Learnt with Mainstreaming Gender in Energy Projects and Programmes

The research study assessed the effectiveness of ENERGIA's approaches in energy projects and programmes together with a more detailed review of three specific aspects of ENERGIA's approaches: Gender Action Plans (GAPs), capacity building and dissemination activities.

There is a body of evidence to show that gender mainstreaming as conducted by ENERGIA in Phases 3 and 4 has generated benefits for a range of stakeholders from the grassroots through organisations active in the energy sector (government, utilities and NGOs) to the policy level. The evidence is mainly at the output level (i.e. project objectives are reached). There is some evidence at the outcome level. The evidence at the impact level, at least in the documents reviewed (which tend to be end of project reports). This does not mean that impacts are not realised rather that (for a variety of reasons) they are not recorded.

ENERGIA's approaches to gender mainstreaming have been tested in a variety of contexts with a range of energy technologies and can be considered to work well if measured by the response of informants interviewed for this study. No-one reported that they would not use gender approaches in the future. Indeed, the experience of being required as an ENERGIA partner in a project to mainstream gender had been sufficiently positive that organisations have adopted these approaches as standard practice.

Good practice in programme/project implementation

A key lesson is that to be most effective gender mainstreaming needs to take place in the design phase⁵. This enables well-defined gender objectives and targets with a budget to be clearly designated and allows for the inclusion of a gender expert. A necessary pre-requisite for success is the commitment of management to Gender Mainstreaming (GM), in particular to the Gender Action Plan which should be the output of each project and the overall programme. The GAP should be part of the Monitoring and Evaluation framework. Each project should be contextualised in the design phase in terms of both the political economy (using a gender analysis of the energy sector and other macro-level changes) and the local culture (particularly in respect of gender norms and values). The former identifies synergies and potential bottlenecks.

Conducting a stakeholder analysis helps develop strategies for gender mainstreaming. It helps identify which organisations to engage with and whether they need support and the nature of that support.

GM takes time to work

All the projects reviewed for this study have shown that gender mainstreaming requires time and effort both to institutionalise so that GM becomes part of standard practice and to show results at the output and impact levels. To ensure partners have realistic expectations requires management of expectations and realistic setting of indicators, for example, having indicators with a short time horizon (to demonstrate achievement which promotes motivation) as well as longer term outcomes and impacts. An

⁵ This is also a finding from AFREA.

important lesson learnt is the need for close technical assistance on how to mainstream gender in energy projects.

Flexible approach

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

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

Flexibility also comes with understanding the perspective of different stakeholders. Male resistance to women's participation in an energy project is not necessarily because they fear changes in gender roles and relations but that they are not always clear why they are excluded from an opportunity. Similarly, technical staff may be more easily convinced about GM by project efficiency arguments than by women's empowerment arguments.

Embedding GM in organisational policy and practice

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

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

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

Role of donors⁶

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

Introduce GAP at design phase

Gender Action Plans have been a very successful tool. A GAP is a strategy for mainstreaming gender into a project and/or organisation. It consists of a gender goal or objective, with specific outcomes and activities to meet the gender goals, and a monitoring and evaluation framework. A GAP is effective bringing results to project implementation recognised by project partners. However, a GAP is most successful when it is incorporated in the design phase of a project supported by a clearly identified budget. The introduction of a GAP in a project can also stimulate changes towards the way gender is addressed within the organisation implementing the project. Organisations require their capacity built to design, implement and monitor their GAP. They also need support when first implementing a GAP.

⁶ It should be noted that the 'donors' referred to here are not necessarily those which funded Phases 3 and 4.

Training is key to acceptance of GM

GM is more readily accepted and implemented by those with training in concepts and methods. Training needs to take place at all levels using different approaches with a range of stakeholders not only the direct beneficiaries of an intended intervention. Training needs to be framed in terms of a stakeholder's interests with tailor-made inputs e.g. policy makers are more likely to be interested in generating data that demonstrates outcomes than details of project implementation.

Establishing long-term relationships to build organisational capacity

Institutional change has been brought about by a long term mentoring arrangement. This allows for a number of elements to be embedded in an organisation to ensure sustainability of GM. It allows the creation of a critical mass of individuals which are considered essential inside an organisation to bring institutional change. It helps compensate for high staff turn-over so that an organisation is not dependent on only one or two individuals for its GM expertise. There is mutual support between colleagues. It allows for buy-in by senior management and the creation of gender champions (people who are identified as playing a key role in transforming organisations).

Communications Strategy rather than Dissemination

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

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

ENERGIA's advocacy can be considered to have been effective in contributing to mainstreaming gender in energy practice and policy at the international and national levels. Advocacy has worked well when it has been based on concrete evidence and a well-defined and executed strategy. Most of the evidence to date has been qualitative usually drawn from case studies (often self-reporting). This underlines the importance of the current research programme to provide quantitative objective evidence.

Lessons Learnt from Gender Approaches for Mainstreaming in Policy: Gender Audits

Gender audits are a tool to identify and analyse the factors that hinder efforts to mainstream gender in energy policy. ENERGIA's methodology for a gender audit is a participatory approach is primarily participatory and is led by a national team of experts. An audit provides in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, the links between gender, energy and broader national development objectives such as poverty reduction strategies.

Gender audits contribute to Gender Mainstreaming in energy policy

The evidence shows that in the main gender audits work – to a point and not always in the ways that had been initially envisaged. The tools developed during Phases 3 and 4 are used by individuals and organisations who have been involved in gender audits both internally and externally with other partners. The tools have also been used successfully at local government level which is important in the context of decentralisation of many responsibilities including energy planning (for example in Kenya).

The strengths of the gender audit as a gender mainstreaming approach fall into two main categories: the direct outputs of the audit and indirect effects of the audit process. In the former category base lines, implementation roadmaps (e.g. GAP) and identification of drivers of GM processes were specifically mentioned. The indirect effects of audit process, as conducted by ENERGIA, include the creation of enabling conditions and opportunities which can lead to transformation of organisations, linked to buy-in by top management, and establishing partnerships with audit team members (e.g. in Senegal).

In terms of ENERGIA's aim to be inclusive including rural women and men, the process as implemented until now does not readily involve stakeholders from outside the capital. However, the use of base line survey data collected as part of project identification and formulation by ENERGIA's partners could be seen as proxy indicators of the needs and aspirations of rural women and men.

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

Elections bring a halt to policy implementation e.g. Ghana, Senegal. When a new government takes office it can throw away the plans of the previous government and start again. Change of policy as a result of change of government also happens with donors.

Lack of budgetary allocation is a sign there is no political will. In part this can be attributed to not engaging with politicians rather focusing on the civil servants who can make recommendations but do take the ultimate decisions. Being clear about the objectives of a gender audit – and not appearing to critiquing the policy is important in obtaining buy-in. The audit report should show how gender can help meet policy objectives.

Continuity and Managing expectations

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

Broadening focus

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

Summary of Recommendations for Gender Mainstreaming in Energy Projects and Programmes

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

Summary of Recommendations for Gender Mainstreaming Approaches in Energy Policy

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

Appendix 1: Summary of methods used in commissioned research

General Questions	Data collection method	Data analysis method
a) What are the characteristics of approaches (used by ENERGIA and AFREA and ADB) for gender audits of energy policies and gender mainstreaming in energy projects and policy?	Documents review	Analytical Framework from Block 3 “Reviewing Project Documents” taken from the ENERGIA publication “Mainstreaming Gender in Energy Projects: A Practical Handbook”. Gender goals; WID/WAD/GAD.
b) What have been the process, outputs and the direct outcomes resulting from gender approaches (used by ENERGIA and AFREA and ADB) in the specified interventions held between 2005 and 2011?	Interviews with stakeholders including focal points – ENERGIA IS, AFREA and ADB; key informants; documents review	ENERGIA project document review; mix methods of analysis including coding to detect data patterns. Clancy & Feenstra analytical framework engendering energy policy.
c) How have gender approaches (used by ENERGIA and AFREA and ADB) evolved over the years?	Interviews with ENERGIA, AFREA and ADB and key formants; documents review	ENERGIA project document review (Block 3 and Block 8); mix methods of analysis including coding; Gender goals; WID/WAD/GAD; Time lines.
d) What are key factors that have positively and negatively influenced the outcomes of gender approaches - both factors within the sphere of ENERGIA, AFREA and ADB influence and factors that can be considered as external outside the sphere of ENERGIA, AFREA and ADB influence?	Interviews with ENERGIA focal points & IS, AFREA and ADB; documents review	ENERGIA project document review; mix methods of analysis including coding to detect data patterns; Actor Network and coalition mapping. SWOT analysis. Stakeholder analysis Gender Face of Energy Module 3 Unit 5. Clancy & Feenstra analytical framework engendering energy policy. Gender analysis of the political economy.
e) Have gender audits of energy policies and gender mainstreaming in energy projects and policy had any impacts on the legal frameworks and budget allocations?	Interviews with ENERGIA, AFREA and ADB; Interviews with beneficiaries at the meso and macro levels	Mix methods of analysis including coding to detect data patterns; Evaluative methods of analysis - Block 8. Gender analysis of the political economy.
f) What are the differences and similarities in terms of the type and effectiveness of capacity building and dissemination activities delivered by gender approaches used by ENERGIA, AFREA and ADB?	Interviews with ENERGIA, AFREA and ADB; Interviews with beneficiaries at the meso and macro levels	Mix methods of analysis including coding to detect data patterns; Evaluative methods of analysis - Block 8. SWOT analysis.
Questions for in-depth studies	Data collection method	Data analysis method

<p>g) What is the empirical evidence of the positive influence of the outcomes of ENERGIA's gender approaches? At what level where these influences felt?</p>	<p>Interviews with ENERGIA, AFREA and ADB; Interviews with beneficiaries at the meso and macro levels Policy documents</p>	<p>Mix methods of analysis including coding to detect data patterns; Document analysis. Evaluative methods of analysis - Block 8. Organisational assessment.</p>
<p>h) What were the experiences with the implementation of the gender approaches, and perceived strong and weak points (success and challenges) and influencing factors in the process of translating outputs into outcomes and impacts?</p>	<p>Interviews with ENERGIA, AFREA and ADB; Interviews with beneficiaries at the meso and macro levels</p>	<p>Mix methods of analysis including coding to detect data patterns; Evaluative methods of analysis - Block 8. SWOT analysis.</p>
<p>i) To what extent and in which ways did the role of ENERGIA's in-country partner influence the process of embedding gender approaches into the national energy sector and translating outputs into outcomes and impacts?</p>	<p>Interviews with ENERGIA, AFREA and ADB; Interviews with beneficiaries at the meso and macro levels</p>	<p>Mix methods of analysis including coding to detect data patterns; Evaluative methods of analysis - Block 8; ENERGIA project document review. Organisational assessment. Actor Network mapping and coalition mapping. Clancy & Feenstra analytical framework engendering energy policy</p>
<p>j) What difference did a gender-sensitive approach make and is there any evidence that GM in energy by ENERGIA is effective?</p>	<p>Interviews with ENERGIA and local gender and energy network representatives that were actively involved in implementing gender approaches; Interviews with beneficiaries at the meso and macro levels (possible micro-level data from Kenya)</p>	<p>Mix methods of analysis including coding to detect data patterns; Actor Network mapping and coalition mapping Evaluative methods of analysis - Block 8</p>